

**City of Pinole**



**General Plan**





1892

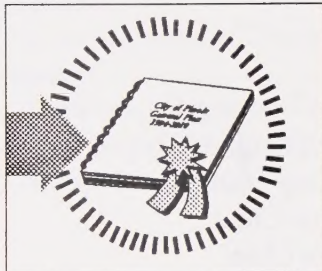
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**City of Pinole**

# **General Plan**

*Adopted 1995*

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# Acknowledgments

## City Council

Peter Murray, Mayor  
Maria Alegria, Mayor Pro Tempore  
Betty Boyle  
Phil Bradshaw  
Mary Horton

## Planning Commission

Robert Alvarado, Chair  
Herman Green, Vice Chair  
Jerry Guerrero  
Gretchen Mariotti  
Carl Mythen  
Nadine Reid  
James Tillman

## City Staff

Donald Bradley, City Manager  
Evelene Payne, Assistant City Manager  
Theodore Barnes, Police Chief  
Michael Radcliffe, Fire Chief  
G. Keith Freeman, Public Works Director  
Elizabeth Grimes, City Clerk

## Community Development Department Staff

Marc Grisham, Community Development Director  
David Dowswell, City Planner\*\*  
Nancy Mackle, Community Development Specialist\*\*  
Peter Wohl, Community Development Intern  
Patricia Clague, Community Development Secretary  
Nancy Voisey, Community Development Secretary  
Ralph Petty, Former Community Development Director\*\*

## Consultants

Jeffery Baird & Associates - Project Management\*\*  
Brady & Associates - Open Space  
Moore, Iacofano, Goltsman - Maps  
Illingworth & Rodkin - Noise  
Harlan, Tait Associates - Geology

*\*\*Principal authors of the General Plan*



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#### **Appendices to the General Plan (Separate documents available at the City of Pinole Community Development Department)**

- Draft Land Use and Economic Development Background Report (March, 1993)
- Preliminary Circulation Policy Direction Report (March, 1993)
- Preliminary Noise Background and Policy Direction Report (February, 1993)
- Draft Circulation Background Report (December, 1992)
- Preliminary Open Space Policy Direction Report (December, 1992)
- Draft Open Space Existing Conditions Report (August, 1992)
- Pinole Growth Management Element (June, 1992)
- Pinole Housing Element (1991)
- Housing Background Report (1994)

#### **Other Technical Documents (Separate documents available at the City of Pinole Community Development Department)**

- West County Action Plan (in Draft)
- West County Existing Conditions Report
- West County Future Conditions Report
- Measure C
- CCTA Strategic Plan
- CCTA Growth Management Implementation Documentation
- CCTA Technical Procedures
- CCTA Travel Forecasting Model Specifications
- City of Pinole Historic Resources Study (December, 1985)
- Pinole General Plan (1978)
- Contra Costa County Congestion Management Plan
- Pinole Vista Redevelopment Plan (1972/1981)
- Pinole Zoning Ordinance (1972/1984)
- ROMA Study (1976)





The purpose of this section is to provide a general overview of the project and its objectives. This section will discuss the background of the project, the goals and objectives, and the scope of the work.

The project is a multi-phase effort to develop a new system for managing the company's resources. The first phase is to conduct a needs assessment and identify the requirements for the system. The second phase is to design the system and develop the software. The third phase is to implement the system and train the users.

The project is being managed by a project manager who is responsible for coordinating the activities of the project team. The project team consists of a systems analyst, a software developer, and a user representative. The project manager will provide regular status reports to the steering committee, which is responsible for approving the project budget and monitoring the project's progress.

The project is expected to be completed within a six-month period. The project budget is estimated to be \$100,000. The project team will be working full-time on the project. The project manager will be responsible for ensuring that the project is completed on time and within budget.

The project is a high-priority initiative for the company. It is expected that the new system will significantly improve the company's efficiency and reduce the risk of data loss. The project team is committed to delivering a high-quality system that meets the company's needs.

The project is being managed using a project management software tool. This tool will allow the project manager to track the project's progress, manage the project budget, and communicate with the project team. The project manager will also be responsible for ensuring that the project is completed on time and within budget.

## Section 1



## General Plan Introduction



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## Section 1

# General Plan Introduction



### 1.1 General Plan Authority and Purpose

All cities and counties in California are required by State law to prepare and adopt a general plan that meets detailed content requirements. The Pinole General Plan is intended to do much more than merely meet the legal requirements; it is intended to be a statement of how the citizens of Pinole view their community, how they see the future, and, most importantly, how they intend to deal with the planning, development, facilities and service issues facing the community.

The California Government Code specifically defines the purpose and content of general plans. Primarily, State law requires that the general plan be an integrated, internally consistent document containing analysis and data supporting the proposed objectives, policies, standards and actions of the plan. The Pinole General Plan is the City's foremost policy document with respect to its physical and economic development. The following excerpts are from the California Government Code.

*"Each planning agency shall prepare and the legislative body of each county and city shall adopt a comprehensive, long-term general plan for the physical development of the county or city, and of any land outside its boundaries which in the planning agency's judgement bears relation to its planning. Chartered cities shall adopt general plans which contain the mandatory elements specified in Section 65302." (§65300)*

*"In construing the provisions of this article, the Legislature intends that the general plan and elements and parts thereof comprise an integrated, internally consistent and compatible statement of policies for the adopting agency." (§65300.5)*



*"The general plan shall consist of a statement of development policies and shall include a diagram or diagrams and text setting forth objectives, principles, standards, and plan proposals. The plan shall include the following elements:*

- (a) *A land use element . . . .*
- (b) *A circulation element . . . .*
- (c) *A housing element . . . .*
- (d) *A conservation element . . . .*
- (e) *An open space element . . . .*
- (f) *A noise element . . . .*
- (g) *A safety element . . . ."* (§65302)

Within the context of the mandatory requirements for the preparation and content of general plans, local conditions are the primary focus with respect to the ultimate content of the general plan. State law recognizes the need to balance local conditions with the detailed requirements of State law as follows: "The general plan shall address each of the elements specified in Section 65302 to the extent that the subject of the element exists in the planning area. The degree of specificity and level of detail of the discussion of each such element shall reflect local conditions and circumstances."

The broad purpose of the General Plan is to express policies which will guide decisions on future development and resource conservation in a manner consistent with the quality of life desired by Pinole residents. The goals in the General Plan are achieved in three ways: (1) policies and standards provide the bases for zoning, land subdivision, design, historic preservation and other regulations; (2) findings of consistency with policies must be made when approving projects to assure that day-to-day decisions on development applications and capital improvements are consistent with the General Plan; and (3) implementing programs are identified when specific follow-up actions are needed.

To assist local governments in meeting their general plan responsibilities, California Government Code Section 65040.2 directs the Office of Planning and Research (OPR) to adopt and periodically revise Guidelines for the preparation and content of local general plans. While OPR's General Plan Guidelines are advisory, they represent the official interpretation and explanation of the requirements of California general plan law and establish a means to check the adequacy of local general plans.

## **1.2 Organization of the General Plan**

The Pinole General Plan articulates the goals of the citizens of Pinole regarding their community, and identifies policies and implementing programs addressing many specific issues, such as standards for development and redevelopment of land, preservation of open space, provision of affordable housing to maintain diversity in the community, conservation of natural resources, protection of the waterfront, improvement of the circulation system, control of noise and protection of life and property from natural or man-made hazards. Additionally, the Plan evaluates standards for the provision of local services.



The Pinole General Plan is structured around ten separate, but highly interrelated sections (or elements). Each section is intended to convey information on different topics depending on what the reader is interested in. While there is inherent overlap in many of the issues covered in the separate elements, redundancy is minimized to avoid potential inconsistencies and to make the Plan easier to use. Specific sections of the General Plan are described below.

1. **General Plan Introduction.** This section introduces the reader to the structure and purpose of the General Plan and State law requirements for general plans.
2. **General Plan Summary.** The General Plan Summary briefly describes the history of Pinole, summarizes key regional and local trends affecting future conditions in the planning area, and describes the major goals and key policy and implementing program features of the General Plan.
3. **Land Use and Economic Development Element.** Land Use and Economic Development identifies where and how residential, commercial, office, industrial, recreational and institutional activities can take place. Standards for building intensity and density, and policies covering the appearance of structures in relation to the built and natural environment and the historical heritage of the community are also included.
4. **Community Services and Facilities Element (to be added).** This element will address current and future needs for services and facilities provided by the City and other agencies.
5. **Circulation Element.** The Circulation Element addresses the interrelationship between land use and circulation by setting forth recommendations regarding the needed improvements. Topics include Pinole's street system, trails, transit and the City's participation in regional transportation planning solutions.
6. **Housing Element.** Most of the Housing Element was first adopted in 1991 consistent with State law requirements. It identifies the potential for new housing and protects existing housing and neighborhoods by addressing the needs of the City's diverse population. Housing policies also address the need for low-and moderate-income housing and housing for special need groups in the community.

### **General Plan Goals, Policies, Programs and Maps**

- **Goals:** Goals are ideals or desired future conditions to strive for or the desired state of things. The Plan has a minimal number of overall goals in order to succinctly state the "vision" of the community. In addition, each element includes more specific goals related to discrete topics.
- **Policies:** Policies establish a recognized community position, standards or a measure that will be employed in regard to a particular issue. General Plan policies are set forth both as written text and as policy maps or diagrams, such as the Land Use Plan. The text and maps are complimentary; the written policies set forth the basic approach to be taken while the policy maps show the intended spatial application of the written policies.
- **Programs:** Programs are an ongoing organized series of actions or measures, separate from normal day-to-day activities, that the City is committed to undertaking following adoption of the Plan. A discrete number of programs are identified in the General Plan to provide a realistic list for follow-up action.
- **Maps:** The maps and the policy text of the General Plan are complimentary; the written policies set forth the basic approach to be taken while the maps show the intended spatial application of the written policies. Land use map amendments or text amendments will be included as an appendix to the General Plan document. Future land use decisions must be consistent with Land use maps, text and future amendments.



7. **Open Space and Environmental Protection Element.** Open Space and Environmental Protection encompasses two State mandated elements: Open Space and Conservation. It identifies and protects key natural environmental assets, including open space, vegetation and wildlife resources, waterfront resources, views, and air and water quality.

8. **Health and Safety Element.** Hazards must be considered in order to assure adequate protection of public health and safety. Health and safety topics include seismic and geologic hazards, flooding, fire hazards and noise.



Services and facilities necessary to protect the community will be covered in the Community Services and Facilities Element. Standards that adequate services and facilities must meet are included in the City's Growth Management Element.

9. **Growth Management Element.** Most of the Growth Management Element was first adopted in 1992 in compliance with the requirements of the Contra Costa County voter-approved Measure C. It provides policies and standards that must be maintained for various services and facilities.
10. **Implementing Program Priorities.** The Implementing Program Priorities section groups all of the General Plan programs into priority categories so that budgeting and staffing decisions can be made each year in the context of the needs expressed in the General Plan. Priority listings are intended to be updated annually.

**General Plan Appendices.** General Plan Appendices contained in this document include: (A) Land Use Categories definitions that are graphically shown on the Land Use Plan maps; (B) Noise Contour Distances that are graphically shown on the Noise Contour map; and (C) Glossary of Key Terms. Separate background reports listed in the Table of Contents are available at the Pinole Community Development Department that provide additional information.



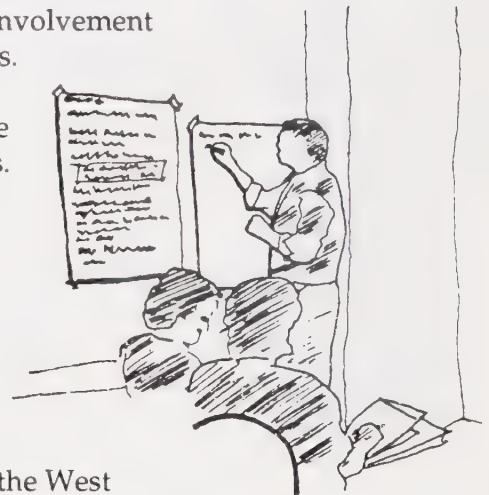
The complete Pinole General Plan is comprised of this document and the background reports identified in the Table of Contents. The background reports include data, inventories, projections and other information related to the Pinole planning area and provide a basis for policy formulation contained in the General Plan. In addition, reports have been prepared summarizing comments from community workshops and Special Policy Group meetings conducted as part of the Plan's preparation.

An Environmental Impact Report (EIR) has been prepared pursuant to the California Environmental Quality Act (CEQA) assessing the potential environmental impacts of the Draft General Plan and alternatives. The EIR and the General Plan strive to evaluate the cumulative impact of development on environmental conditions, need for services and facilities, and other issues so that the overall "quality of life" in the community can be protected and enhanced.

### **1.3 Public Participation in Creating the Plan**

The City encourages a high degree of public awareness and involvement in the consideration of planning issues and policy alternatives. The City was assisted in preparation of the General Plan by special policy groups, composed of interested members of the public representing a broad spectrum of community interests. The Planning Commission also reviewed background and policy direction reports on General Plan issues (see the Table of Contents).

The General Plan is also based on inter-jurisdictional cooperation and assistance to the fullest extent possible. Through noticing, interviews and review of the Draft General Plan and EIR, the General Plan has been coordinated with various City departments, other planning jurisdictions, the West Contra Costa Unified School District (WCCUSD), East Bay Regional Park District (EBRPD), East Bay Municipal Utilities District (EBMUD), and other utilities. On a broader scale, preparation of the General Plan has been coordinated with regional, state and federal agencies.



### **1.4 Implementation of the General Plan**

Implementation programs are important to achieving the goals of the Plan. They are listed in each section and prioritized in the Implementing Program Priorities section. The list of program priorities recognizes two concerns: (1) there are limited staff and budget resources to undertake all possible programs; and (2) there are many programs which are desirable to implement the Plan but they are of lesser immediate importance. "Higher Priority" programs are determined based on the goals of the community and whether they address immediate health and safety needs, pressing development issues, or legal requirements which must be fulfilled.

Most of the programs identified in the General Plan will require some type of follow-up action; either further study, ordinance adoption, special funding consideration or other



public review. Detailed standards, environmental impacts or administrative procedures concerning each program will be evaluated at that time.

### **1.5 Future Review and Amendment of the General Plan**

Any interested citizen may submit a request to have an amendment to the General Plan considered. State law restricts the number of amendments that may be made to four each calendar year, although each amendment may encompass a series of individual changes to the plan. Plan amendments are considered by the Planning Commission, which makes a recommendation to the City Council. Since General Plan Amendments are legislative actions, the final decision is made by the Pinole City Council following a public hearing. The City Council has broad discretion to approve or deny proposed amendments, subject to their being deemed to be in the public interest. Amendments which have been adopted by the City Council shall be published as follows:



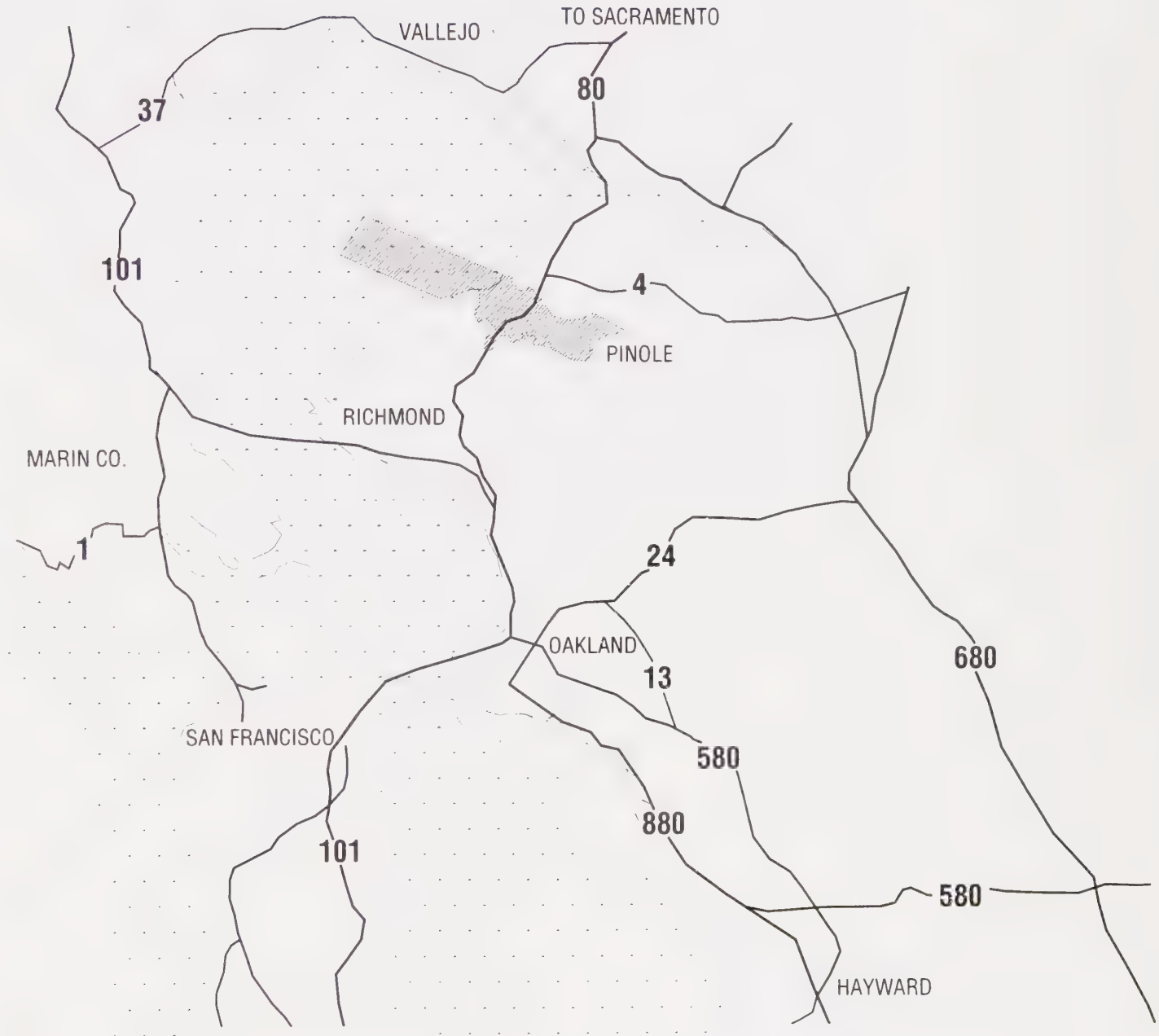
**Policy and Text Changes:** Changes to the policies and other text of the Plan will be published on pages which may be inserted in the appropriate locations as replacement pages or additional pages in the applicable element. The effective date of the last adopted amendment will be referenced on the pages with changes or additions;

**Map Changes:** Amendments to the land use plan maps and other policy and informational maps will be published on pages which may be inserted in the document; periodic revisions of the original document maps will incorporate all of the changes which have accumulated since the previous revision. The date of the amendment will be noted on the map for each area amended.

Programs in the plan are time-referenced, although, program priorities must be evaluated within the overall context of the City budget. The General Plan recommends that an annual review of the General Plan occur at the beginning of each year tied to the budget cycle. This review will evaluate the status of General Plan implementing programs in order to establish each year's work priorities within the framework of other City needs. Modifications to the timeframes or priorities will not require a General Plan Amendment. A comprehensive review and revision of the Plan will be undertaken at least every five years, following the first such review in 1999.



March 1994



*This base map was developed primarily for General Planning usage. The City of Pinole is not responsible nor liable for use of this map beyond its intended purpose*

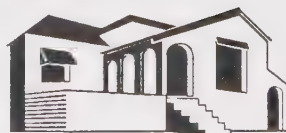








***Section 2***



**General Plan  
Summary**







## **Section 2**

# **General Plan Summary**



## **2.1 Overall Vision for the City of Pinole**

The City of Pinole General Plan carries forward many long-standing City goals and policies for protecting the fragile natural environment and the existing character of the community. The purpose of keeping the General Plan up-to-date is to effectively respond to changing conditions that may affect the quality of life in Pinole and to establish an explicit and consistent policy foundation for zoning and other implementing ordinances, design review, capital improvements, development review and other implementing actions.

A major focus of the General Plan is to preserve the quality of life in the City's residential neighborhoods and to continue to provide quality services and facilities. Historically, the Pinole General Plan has focused on protecting residential neighborhoods by discouraging street extensions and connections to the City of Hercules or Contra Costa County and limiting major through traffic from neighborhoods. Guiding land use and circulation policies in the General Plan state that residential areas should be separated from the vehicular traffic with controlled, safe points of intersection, and that residential areas shall be protected from intrusions of incompatible land uses and vehicular traffic. Little additional development is expected to occur in Pinole's single family neighborhoods.

At the same time, the General Plan recognizes the benefits of economic development in providing the City with revenues for to fund City services and to provide jobs and shopping. Fifteen years ago, much of the City's revenue came from property tax and the state and federal government. Today and in the future, the maintenance and improvement of public services will depend increasingly on revenues from the



commercial sector. With changes in local government financing and the increasing cost of liability insurance, legal requirements, equipment, personnel, and capital improvements (sewer, drainage improvements, street maintenance, etc.), it is becoming more difficult to maintain existing expenditure levels and the level of service.

The City's ability to provide services and facilities is in part shaped by requirements and standards in the existing General Plan. The Growth Management Element states that all new development will be approved only if service standards are met or if facilities proposed in the



Seven Year Capital Improvement Program (CIP) can improve the City's ability to provide the minimum established service level. In addition, the Plan states that "new development shall generate adequate public revenues to support the services and amenities which the community determines necessary to maintain the existing quality of life. New development shall justify itself in terms of public revenues generated."

Pinole has been very aggressive in pursuing major capital improvements such as San Pablo Avenue reconstruction, the Atlas Road Interchange and other major street projects, new park developments including Bay Front, Pinole Valley and Fernandez Parks, and the Public Safety Building and Senior Center. Increases in population are expected to increase the demand for police, fire, seniors and parks/recreation services and facilities.

## **2.2 History of Pinole**

In addition to the natural setting, Pinole is noted for its architectural heritage and historic past. Native American settlement of the West Contra Costa shoreline began at least 5,000 years ago. The Pinole region was the territory of the Huchiun Indians, whose territory extended from Berkeley to somewhere between Rodeo and Crockett. The recorded history of Pinole dates back to the early 1700s when a Spanish commandant, Don Pedro Fages, led an exploration through Contra Costa. With a small band of soldiers and an Indian guide, Don Pedro Fages left Monterey and traveled northward until he reached the area known today as Pinole. According to legend, the soldiers ran

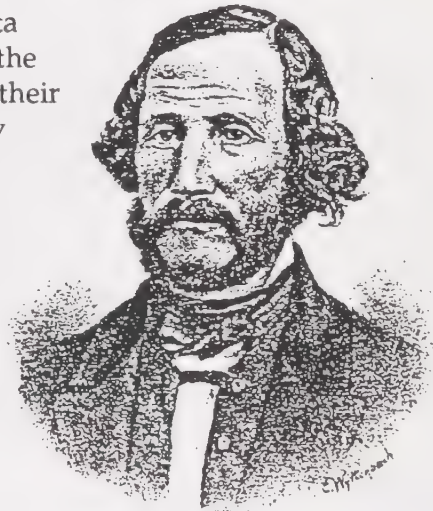


out of provisions on their march and found a village of Indians who gave them food. This food consisted of a form of meal, made from acorns, seeds, and wild grain, which they called "pinole" (derived from the Aztec word "pinolli" meaning ground and toasted grain or seeds.) Thus, the soldiers named their camp "El Pinole," and Pinole received its name.

In 1823, Don Ignacio Martinez, commandant of the Presidio of San Francisco, received a land grant from the Mexican government. This land grant comprised over 17,000 acres and was known as "El Pinole." The following year, in 1824, Don Ignacio Martinez built his first adobe hacienda in Pinole Valley about three miles from San Pablo Bay on what is now Pinole Valley Park.

By the 1850s, Bernardo Fernandez started a trading facility at the bay and built the historic Fernandez Mansion which still stands today at the end of Tennent Avenue. From these early beginnings, a small but thriving community grew to the city we know as Pinole. Many of these early structures still stand as reminders of Pinole's colorful past.

One of the earliest Anglo-American settlers in Contra Costa County was Dr. Samuel J. Tennent, who married Rafaela, the daughter of Ignacio Martinez. In 1851, the Tennents built their home, about a half mile out the Valley Road (Pinole Valley Road today) from the Tennent Avenue Creek bridge, of lumber, that was shipped from Maine. Tennent, through his wife Rafaela, owned much of the acreage in the area.



With the advance of the Southern Pacific Railroad through the wharf area in 1878 the way became open for the California Powder Works to move into the adjacent waterfront they called Hercules. The company built both the plant and its houses and became the largest producer of dynamite in the world by the turn of the century. During World War I it manufactured more TNT than any other plant in the country. The town of Pinole became the service center for the plant, and the success of the plant had a direct relationship with the development of Pinole. Twenty of the homes built by the company for worker housing have been rehabilitated and relocated to an historic district receiving area adjacent to the Pinole City limits.

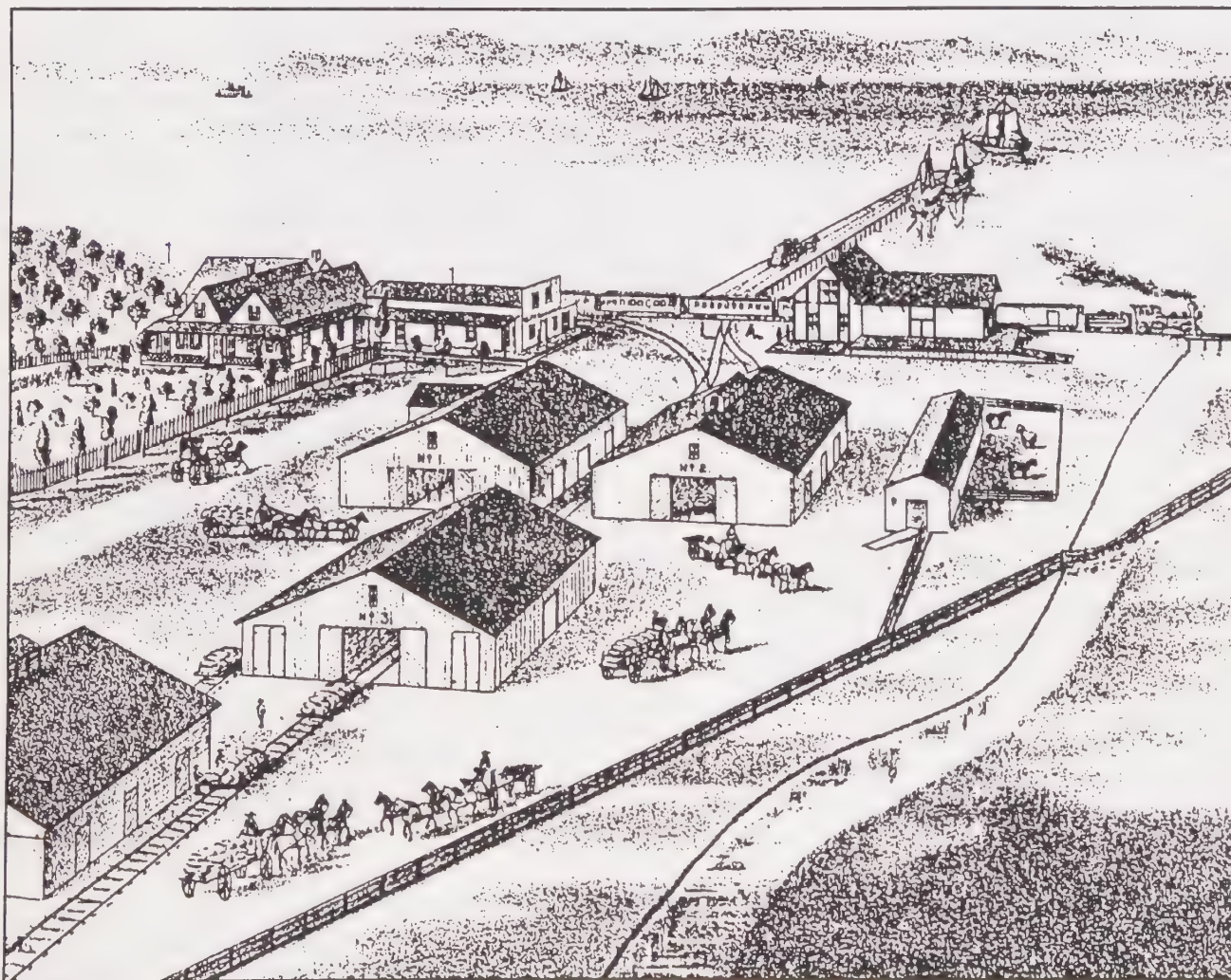
A stylized signature of Samuel J. Tennent, written in a cursive script.

Edward M. Downer came to Pinole in late 1889 and went to work in 1890 as a dispatcher and station agent at the Southern Pacific train depot at the end of Tennent Avenue near the waterfront. During the last ten years of the Nineteenth Century and the early part of the Twentieth, he was one of the most influential and prominent business figures in Pinole and the surrounding areas including Rodeo, Crockett, Port Costa, Richmond, El Cerrito and Albany. This was due to the chain of banking houses which he and his



family established in these cities and to his civic efforts and successes all through these areas.

The history and architectural character of Pinole was very much influenced by the commercial activity that took place here, including the Gold Rush, agricultural shipping (about 1854 to 1885), railroad shipping, California Powder Works Company (1879 to the 1970s), the growth in automobile travel, World War II — 1940s, and construction of I-80. The Old Town area of Pinole is unique. Despite rapid growth since the 1950s, Pinole's downtown has retained a great deal of historic and architectural character. A large number of historic residences, primarily Queen Anne and Italianate cottages, remain in good condition, and many of the old commercial buildings still remain.



*Pinole Waterfront  
circa 1878*



## 2.3 Overview of Local and Regional Conditions

The City of Pinole is located in the San Francisco Bay Area, on the shores of San Pablo Bay in West Contra Costa County, as shown on map GP-1. I-80, which traverses the City, connects the San Francisco/Oakland metropolitan area with Sacramento and points east. Pinole is linked to Central Contra Costa County and the cities of Martinez, Concord and Pleasant Hill by State Route 4, which begins just north of the City and connects with I-680.

All of the communities within the West County Planning Area have an interest in area-wide land use and transportation planning, economic development and policies related to environmental protection, open space, services and other issues. Surrounding communities include the unincorporated areas of MonTaraBay, Rancho Road and El Sobrante, and the cities of Richmond and Hercules. Pinole, El Cerrito, Richmond, Hercules, San Pablo and Contra Costa County comprise the planning jurisdictions in the West County Planning Area as defined in the Contra Costa County General Plan.

The major regional shopping center for West County is located in the "Hilltop" area of northern Richmond, about two miles south of Pinole. North Richmond includes housing units and a large business park, and is becoming a major growth center for the whole West County area. Just north of Pinole is Hercules, which has experienced rapid residential growth in recent years.

### *Population Trends*

Major factors that are expected to affect conditions in Pinole over the next 15 years include:

- (1) **Minimal increase in population, but greater increase in households, with households being slightly smaller.** There was a 32% increase in population between 1970-1990 with little increased ability to provide services due to Proposition 13 and other revenue shifts. There will be increases in households and population with a continuing need to provide services. Population is expected to grow in the Pinole Planning Area by 3,231 people between 1990 and 2010 (a 12% increase). The number of households is expected to increase by 1,317 between 1990-2010 (a 14% increase). The average household size is projected to decrease from 2.86 in 1990 to 2.79 persons/household in 2010.
- (2) **Aging population and about the same number of families with young children.** The number of seniors is expected to increase over the next twenty years to between 12%-15% of the population in Pinole. The increasing longevity of people and the increasing number of seniors in the population in Contra Costa County and Pinole will create additional need for specialized services for older residents, increased service demands, and demand for police, fire, senior services and parks/recreation services and facilities. Almost 48% of all households in the City in 1990 had children under 18 years of age, and over 21% of these were headed by a single parent. The number of pre-school age children (age 5 and under) in Pinole in 1990 was 1,493, or 8.5% of the population.



### *Economic Development Trends*

Increases in jobs in the future will exceed the expected increase in residents, which will improve the jobs/housing balance. Most of the projected jobs will be at salary levels below what is

needed to afford market rate housing in Pinole. Most of the new employment, 1,000 to 1,300 jobs will result from the completion of the Pinole Vista Shopping Center. More jobs will be created with the redevelopment of San Pablo Avenue, Old Town, Pinole Valley Road South, and expansion at Doctor's Hospital. The following are key economic development considerations:



- (1) **Significant amount of job growth and better jobs/housing balance.** The increase in jobs in the future will exceed expected increase in residents, which will improve the jobs/housing balance. Due to increasing local jobs, the number of employed residents per job is expected to decrease from 2.7 to 2.3 employed residents/job between 1990 and the year 2010.
- (2) **Reduced office/industrial demand.** The San Pablo Avenue corridor, as well as the City as a whole, except for medical offices near Doctor's Hospital, will have less office/industrial demand than was estimated when the Specific Plan was adopted in 1986. Most of the regional offices/industrial uses will locate at Hilltop, along Richmond Parkway or in Hercules. A persistent vacancy in existing second tier office facilities in West County will be slow to fill.
- (3) **Steady retail demand.** There are plans for the development of regional shopping facilities at Pinole Vista Shopping Center. Retail demand in Contra Costa County are doing well due to population growth around Pinole and as a result of Pinole's location on the heavily traveled I-80 corridor through West County.
- (4) **Neighborhood shopping undergoing a transition.** The vacancy rate in some neighborhood shopping areas has increased. Centers with higher vacancy rates may need to look to alternative land uses, such as residential or mixed use (commercial and residential), and must assess their future markets to tailor retailing to demand.





- (5) **Land Assembly and Parking Constraints.** The primary constraint to developing or redeveloping San Pablo Avenue will be the high cost and time requirements for land assembly. A constraint to enhancing activity in Old Town is the lack of capital and adequate parking. Redevelopment Agency participation and the provision of common parking facilities may be needed to assemble land and to provide additional parking.

#### *Traffic Issues*

Traffic capacity has become a limiting factor to growth throughout Contra Costa County and in many other parts of the Bay Area. The major impact of traffic on the future character of Pinole will come from development outside the City and as a result of pass-through and spillover traffic along the I-80 corridor. While local City streets are generally in good condition, the development of sufficient capacity and programs to handle the huge volume of through traffic on I-80, San Pablo Avenue and connecting arterials will be difficult and must be addressed through regional solutions. The City of Pinole adopted a Growth Management Element in 1992 in compliance with Measure C and has participated in the development of other implementing measures in coordination with other west county jurisdictions and various transportation agencies.

Community concerns expressed at General Plan workshops identified the need to evaluate the cumulative effects of regional growth, particularly in terms of traffic impacts. Success in addressing traffic problems will depend on inter-jurisdictional coordination, the availability of sufficient funding and implementation of highway and transit improvements and Transportation Demand Management (TDM) trip reduction programs.



### *Other Land Use Planning Considerations*

Overall, the housing stock in Pinole is in good condition, consistent with its age and upkeep. The exceptions are scattered homes and apartment complexes and a few areas adjacent to Old Town. Adoption of a neighborhood preservation ordinance to address neighborhood standards and code enforcement will have the greatest impact on maintaining the character of the neighborhoods. While real estate values have leveled off or even dropped in recent years, the 9,600 housing units in Pinole's Planning Area should continue to maintain their value into the foreseeable future. Other planning considerations include:

- (1) **Future commercial and residential growth will be limited to several key areas.** Most employment growth will occur at Pinole Vista Shopping Center. Improvements are also expected to occur along San Pablo Avenue. No significant changes to existing residential areas are anticipated and no further large housing developments are projected.
- (2) **Need for affordable housing.** Only about 37% of Pinole households have an annual income high enough to purchase the average priced home in Pinole. Although residential development opportunities are limited, there is a potential to provide affordable housing through infill and mixed use development, especially along the San Pablo Avenue corridor. Housing for people who work in Pinole will maintain the quality of life and keep commute trips to a minimum.
- (3) **Annexation of unincorporated areas (MonTaraBay and Rancho Road/El Sobrante) is not cost effective under currently planned land uses.** Unincorporated areas are developed mostly with older single family residential uses. Key revenues — property and sales tax — are lower, on average than within the City. Without the potential for redevelopment or the negotiation of a more favorable property tax split with the County than might be anticipated, annexation of these areas would not be cost effective. The City would be hard pressed to provide proper levels of municipal services to annexed areas without a reduction of services to current residents.

## **2.4 General Plan Goals and Key Policy Features**

The City of Pinole is largely built out. Most opportunities for development will be infill construction of housing and commercial development, primarily along San Pablo Avenue. Community concerns raised at the General Plan workshops include maintaining the safety level in the community, maintaining and enhancing Pinole as a good community for children, and providing safe walking to school. Other local issues of concern include speeding on residential streets and moving traffic through Pinole so that traffic does not jam up in Pinole or divert onto neighborhood streets. Many people also identified the need to evaluate the cumulative effects of regional growth, particularly in terms of traffic impacts. People commenting at community workshops recognize the benefits of Pinole's location and easy freeway access and there appears to be general support for programs, such as sales tax initiatives, that increase regional funding of highway and transit improvements.



The existing San Pablo Avenue Specific Plan has been incorporated into the General Plan to simplify consideration of land use issues along San Pablo Avenue. Appendix A contains Land Use Categories definitions for the different types of land uses shown on the Land Use Plan maps (Maps GP-5 and GP-6). Broad categories include commercial, industrial, residential, public and other land uses.

Overall, very few changes have been made to the land uses designated on the Land Use Plan maps. The areas designated for Low Density Residential (single family) and Open Space have been preserved. The major changes shown on the maps include: Adding a Mixed Use land use category to allow for commercial and residential land uses to be combined; adding a High Density Residential (multi-family) land use category to allow for higher density development along San Pablo Avenue; and designating some property for waterfront commercial development within the San Pablo Bay Conservation Area land use.

It is crucial to the long-term health of the City that the General Plan reflect the specific goals of the community and that these goals are kept in the forefront as



projects and implementing programs are approved and carried out. For example, the General Plan must be sufficiently specific to respond to changes in traffic conditions and new issues facing the City and region over the next 15 years. In addition, the General Plan must respond to the detailed requirements of State law, Measure C and other regional planning initiatives. The goals from each element of the General Plan are listed on the following pages.

### *Land Use and Economic Development Goals*

- LU1 PROTECT COMMUNITY CHARACTER.** Preserve and enhance the natural resources, high quality residential neighborhoods and commercial areas, and the small-town (semi-rural) character of Pinole.
- LU2 PLANNING COORDINATION.** Assure the City takes an active leadership role coordinating planning with its neighboring jurisdictions and other public agencies.



- LU3 **HISTORIC PRESERVATION AND COMMUNITY DESIGN.** Preserve the historic resources and ensure high quality site planning and design.
- LU4 **RESIDENTIAL NEIGHBORHOODS.** Preserve and strengthen the identity and quality of life of Pinole's residential neighborhoods.
- LU5 **ENVIRONMENTALLY SENSITIVE SITES.** Assure any development of environmentally sensitive sites protects important natural resources and recognizes hazard constraints.
- LU6 **WATERFRONT ENHANCEMENT.** Protect and enhance the natural resources of the San Pablo Bay waterfront for the enjoyment of Pinole residents.
- LU7 **ECONOMIC DEVELOPMENT.** Balance housing and employment opportunities to reduce trips in and out of the region and encourage commercial development which maintains and enhances the quality of the City's commercial areas, provides services for residents and broadens the tax base of the community to provide needed revenues for public services.
- LU8 **COMMERCIAL ACTIVITY AREAS.** Concentrate commercial development and mixed use activity areas so as to provide needed services and tax revenues while not detracting from the overall character of the community.

*Community Services and Facilities Goals (to be added)*

#### *Circulation Goals*

- C1 **CIRCULATION SYSTEM DESIGN.** Develop, improve and maintain a circulation system which provides efficient and safe access for private vehicles, commercial vehicles, public transit, emergency vehicles, pedestrians, bicyclists, and equestrians, while protecting the quality of Pinole's residential neighborhoods and commercial activity areas.
- C2 **REGIONAL TRANSPORTATION PLANNING.** Coordinate with neighboring jurisdictions and other public and regional agencies in the provision of adequate circulation, and the development of balanced housing and employment opportunities to reduce trips in and out of the region.
- C3 **LOCAL STREET IMPROVEMENTS.** Provide and maintain a safe, attractive and efficient circulation system that ensures ongoing convenient access to all residential, commercial and community areas and to neighboring jurisdictions.
- C4 **TRANSIT.** Support the provision of public transit services and alternative programs such as Transportation Demand Management (TDM) to provide a



viable alternative to single occupant automobile travel for all citizens and a convenient means of transportation to the "transit dependent" population.

- C5 **FUNDING OF IMPROVEMENTS AND MAINTENANCE.** Provide for adequate funding for regional and local infrastructure maintenance, transit and transportation improvements to assure implementation in a timely manner.
- C6 **PARKING.** Ensure adequate off-street parking is provided for in all new projects and designed for safe and effective circulation, and that existing parking ordinances and enforcement are reflective of community needs and safety.
- C7 **PEDESTRIAN AND BICYCLE CIRCULATION AND TRAILS.** Develop and maintain a comprehensive pedestrian, bicycle, hiking and equestrian circulation network and trails system which connects open space, activity areas and recreation areas, provides linkages to regional trails and open space, offers safe recreation opportunities, and provides an alternative to automobile travel.

#### *Housing Goals*

- H1 **HOUSING DESIGN.** Encourage the development of housing which protects the existing "semi-rural" character of Pinole through good design.
- H2 **ADEQUATE SERVICES AND FACILITIES.** Provide adequate services and facilities to meet the needs of the city's current and future population.
- H3 **EXISTING HOUSING AND COMMUNITY HERITAGE.** Protect and conserve existing housing and community heritage.
- H4 **HOUSING NEEDS.** Within the overriding context of maintaining existing community character and providing adequate services and facilities, maintain the current social diversity that exists in Pinole by providing a mix of housing types and prices that meet the City's Fair Share of Regional Housing Need.

#### *Open Space and Environmental Protection Goals*

- OS1 **PRESERVE NATURAL RESOURCES.** Preserve natural resources which provide important habitat, ecological or archeological value, and maintain clean air and water quality.
- OS2 **PROTECT VISUAL RESOURCES.** Enhance the City of Pinole's character by protecting key visual resources.
- OS3 **PROVIDE RECREATION OPPORTUNITIES.** Provide for a wide variety of recreational activities in open space areas, parks, and school grounds within the City of Pinole, balanced with the protection of important habitat.



- OS4 OPEN SPACE PRESERVATION AND MANAGEMENT.** Maintain and effectively manage an integrated pattern of open space areas.

*Health and Safety Goals*

- HS1 COMMUNITY HEALTH AND SAFETY.** Minimize the potential for loss of life, injury, damage to property, economic and social dislocation and unusual public expense due to natural and man-made hazards.
- HS2 PROTECTION FROM NATURAL AND MAN-MADE HAZARDS.** Protect the community from the risk of flood damage and minimize hazards of soil erosion, weak and expansive soils, potentially hazardous soils materials, other hazardous materials, geologic instability and seismic activity.
- HS3 PREPARE FOR EMERGENCY SITUATIONS.** Ensure government agencies, citizens and businesses are prepared for an effective response and recovery in the event of emergencies or disasters.
- HS4 NEW DEVELOPMENT NOISE STANDARDS.** Ensure all new development complies with the noise standards established in the Pinole Health and Safety Element and prevent all new noise sources from increasing the existing noise level above acceptable standards.
- HS5 REDUCE EXISTING OBJECTIONABLE NOISE SOURCES.** Eliminate or reduce noise from existing objectionable noise sources.

*Growth Management Goals*

- GM1 COORDINATED REGIONAL PLANNING.** Attain a level of mutually beneficial communication and coordinated planning among the City of Pinole and its neighboring jurisdictions and other public and regional agencies in the provision of adequate services and facilities, and housing and employment opportunities.
- GM2 ADEQUATE COMMUNITY AND COMMERCIAL SERVICES AND FACILITIES.** Provide community services and facilities and commercial services and amenities which are accessible from all residential neighborhoods.
- GM3 PROVIDE SAFE, ATTRACTIVE AND EFFICIENT CIRCULATION.** Provide a safe, attractive and efficient circulation system that ensures ongoing convenient access to all residential, commercial and community areas and to neighboring jurisdictions.
- GM4 GUIDE, CONTROL AND MONITOR FUTURE GROWTH.** Guide, control and monitor future growth to ensure that the goals and values of the citizens of Pinole as expressed in the General Plan are maintained and enhanced.



## *Implementing Program Priorities Goals*

- IP1 **GENERAL PLAN IMPLEMENTATION.** The City will take an active leadership role in assuring the implementation of General Plan programs.
- IP2 **PUBLIC PARTICIPATION.** Encourage public review and effective participation in all aspects of the planning process.
- IP3 **UP-TO-DATE PLANNING.** Maintain and periodically revise and update the City's General Plan to reflect current community goals and policies.

## **2.5 Primary Implementing Programs**

As the foremost policy document for the City of Pinole, the General Plan establishes policy direction and standards for land use and other issues and provides the basis for the maps and text in the Zoning Ordinance, subdivision requirements, capital and service improvement programming, and other important community decisions. Achieving consistency among these plans is an important reason for keeping the entire General Plan up to date.

Zoning is the primary instrument for implementing the General Plan because it provides very detailed standards and requirements for each of the land use districts. Each parcel of land in the community is included in one of those districts. Updating the Pinole Zoning Ordinance to be consistent with the General Plan is an important task to be done in a timely manner after General Plan adoption. Written regulations, consistent with the General Plan, establish standards for minimum lot size, building height and setback limits, lot coverage, lot to building floor area ratio, parking, and other development parameters within each land use zone (the land use categories of the General Plan as shown on the Land Use Plan maps GP-5 and GP-6 are defined in Appendix A). Other key implementing programs include:

- (1) **West County Action Plan.** Participate in regional transportation planning and growth management to provide coordinated, long-range actions addressing future travel needs in the City and the West Contra Costa County/I-80 travel corridor.
- (2) **Pinole Redevelopment Agency.** Provide funding for local improvements, commercial retail development and affordable housing within the Redevelopment Project Area through the unique powers of the Redevelopment Agency, and as projected in the Redevelopment Agency's capital budget, which is part of the City's Seven-Year Capital Improvement Program (CIP), with special attention to improvements in Old Town and along San Pablo Avenue.
- (3) **Monitor Pinole Vista Development.** To ensure that this area remains economically viable, continue to play a role in the design, marketing, development and enhancement of Pinole Vista through the implementation and monitoring of development and ground lease agreements at Pinole Vista.

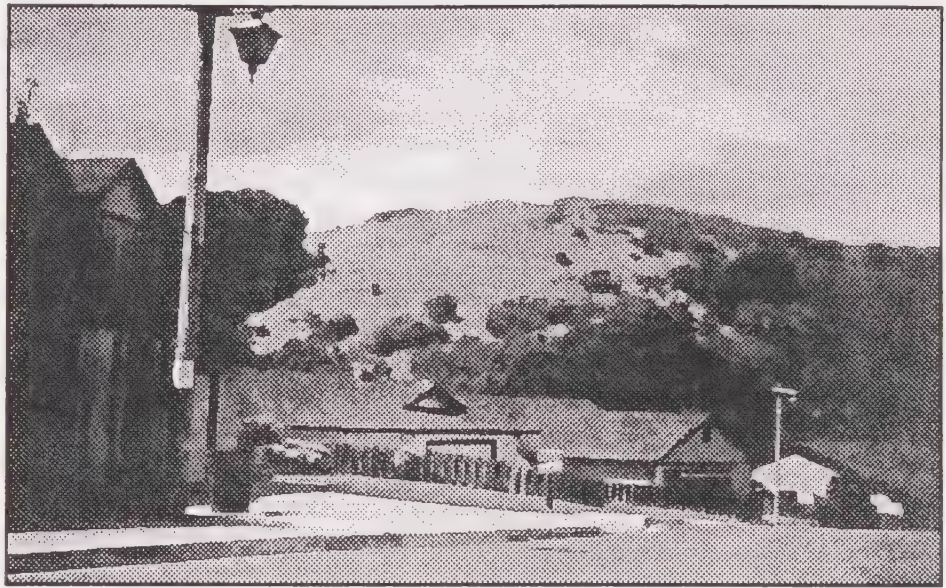


- (4) **Code Enforcement Program.** Adopt a code enforcement program to ensure that private properties are maintained in accordance with community standards.

- (5) **Community/Civic Center Study.** Adopt and implement the Community/Civic Center Feasibility Study and, if

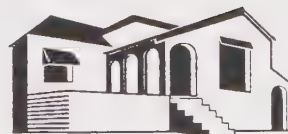
approved for construction, include in the Seven-Year Capital Improvement Program (CIP).

- (6) **Geotechnical Review Procedures.** Update City guidelines establishing geotechnical review procedures, including but not limited to, the content of geologic feasibility reports, design level geotechnical reports, and the credentials of the authors of such reports.





***Section 3***



**Land Use and Economic  
Development Element**







### **Section 3**

## **Land Use and Economic Development Element**



### **3.1 Introduction**

The Land Use and Economic Development Element of the General Plan is a long-range guide to the development of all lands within the Pinole Planning Area. As with other parts of the General Plan, the overriding goal is to maintain the quality of life in Pinole, with access to high quality services and shopping.

While general land use designations are defined and mapped in the General Plan (see Appendix A and maps GP-5 and GP-6), the specific standards of development by use category must be established in an updated Zoning Ordinance which is consistent with the Land Use and Economic Development Element. This task will be completed following City Council adoption of the General Plan.

### **3.2 Land Use and Economic Development Element Requirements**

A land use element has been required as part of local general plans since 1955. The element must establish a pattern for land use and set clear standards for the density of population and the intensity of development for each of the proposed land uses. Pinole's Land Use and Economic Development Element must also bring together many community development, natural environment and health and safety concerns into a comprehensive and coordinated statement of how these issues will be addressed. The citation below is from the California Government Code concerning land use element requirements.



*"A land use element which designates the proposed general distribution and general location and extent of uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses of land. The land use element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan. The land use element shall also identify areas covered by the plan which are subject to flooding and shall be reviewed annually with respect to such areas."*

### 3.3 Demographic Trends and Projections

To provide a context for evaluating growth and demographic trends that may affect the City, demographic data are summarized for the Bay Region, Contra Costa County, West County and the entire Pinole Planning Area. The Pinole Planning Area includes the City of Pinole and the unincorporated areas in the county to the east and south stretching to El Sobrante ridgeline, Pinole/Hercules ridgeline and the City of Richmond limits.

As shown below, between 1970 and 1990 the population in the City of Pinole increased 32%, from 13,266 to 17,460. By comparison, the population in the entire West Contra Costa County area, which includes the cities of Pinole, El Cerrito, Hercules, Richmond and San Pablo and unincorporated areas, increased by 11%. The population in the entire nine county Bay Area region grew by 28% over the same period.

#### Increases in Population (1960-1990)

Jurisdiction or Area	1960	1970	1980	1990
Pinole	6,064	13,266	14,253	17,460
Hercules	310	252	5,963	16,892
Richmond	71,854	79,043	74,676	84,344
San Pablo	19,687	21,461	19,750	21,612
West County	170,163	188,602	184,151	212,600
Contra Costa County	409,030	555,805	656,380	803,732
Source: Contra Costa County Department of Community Development				

Over the 1990 to 2010 time period, the population in the Bay Area is projected to grow another 25%. The population in Contra Costa County is projected to grow 37% over the same period. The tables on the next two pages show projections for population, jobs and households for Contra Costa County and the Pinole Planning Area.

The Pinole Planning Area is projected to grow over the next twenty years by 3,231 people - from 27,069 people in 1990 to 30,300 people in the year 2010 (a 12% increase). The number of households in the planning area is projected to increase about 14% by the year 2010 (from 9,473 to 10,840). Currently, the City comprises approximately 65% of the population and 68% of the housing units in the entire Pinole Planning Area. The



## Contra Costa County Jobs and Housing Projections

Category	1980	1990	2000	2010
Population	656,380	803,732	968,700	1,104,700
Households	241,534	300,288	358,800	414,020
Average Household Size	2.69	2.64	2.67	2.64
Employed Residents	307,476	409,351	482,400	565,300
Jobs	201,237	305,140	342,160	430,120
Employed Residents/Job	1.5/1	1.3/1	1.4/1	1.3/1

Source: Association of Bay Area Governments, 1994

## Pinole Planning Area Jobs and Housing Projections

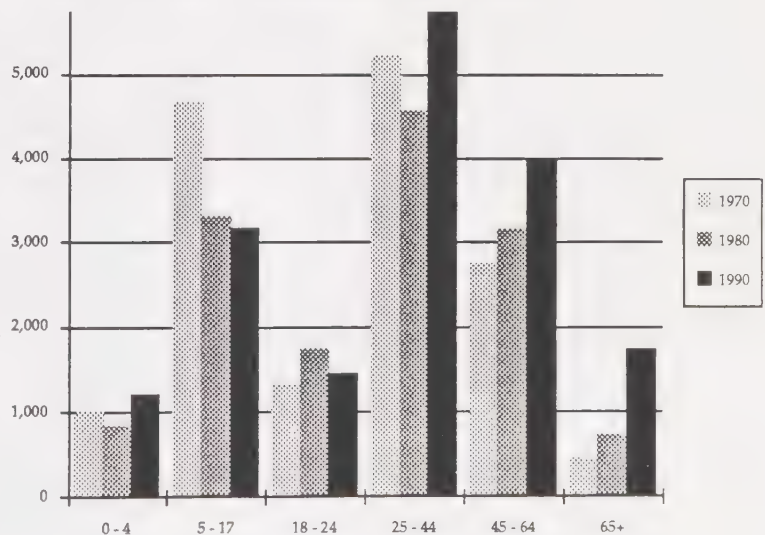
Category	1980	1990	2000	2010
Population	24,334	27,069	29,000	30,300
Households	8,051	9,473	10,220	10,840
Average Household Size	3.02	2.86	2.83	2.79
Employed Residents	11,979	13,592	14,100	14,700
Jobs	3,448	5,020	6,070	6,460
Employed Residents/Job	3.5/1	2.7/1	2.3/1	2.3/1

Source: Association of Bay Area Governments, 1994

average household size is projected to decrease slightly. The trend toward decreasing household size is due to increasing life expectancy, lower birth rate and more people living alone.

The median age in Pinole is about the same as it is in West County and Contra Costa County. The median age in the Bay Area is projected to increase from 33.1 years in 1990 to 34.9 years by the year 2010, with the number of people age 65 or older increasing by 34%. The median age in Contra Costa County is projected to increase from 33.6 years in 1990 to 35.1 years in the year 2010, with the number of people age 65 or older increasing by 49%.

## City of Pinole Population Age Trends



Source: U.S. Census



### 3.4 Land Use and Economic Development Goals

- LU1 **PROTECT COMMUNITY CHARACTER.** Preserve and enhance the natural resources, high quality residential neighborhoods and commercial areas, and the small-town (semi-rural) character of Pinole.
- LU2 **PLANNING COORDINATION.** Assure the City takes an active leadership role coordinating planning with its neighboring jurisdictions and other public agencies.
- LU3 **HISTORIC PRESERVATION AND COMMUNITY DESIGN.** Preserve the historic resources and ensure high quality site planning and design.
- LU4 **RESIDENTIAL NEIGHBORHOODS.** Preserve and strengthen the identity and quality of life of Pinole's residential neighborhoods.
- LU5 **ENVIRONMENTALLY SENSITIVE SITES.** Assure any development of environmentally sensitive sites protects important natural resources and recognizes hazard constraints.
- LU6 **WATERFRONT ENHANCEMENT.** Protect and enhance the natural resources of the San Pablo Bay waterfront for the enjoyment of Pinole residents.
- LU7 **ECONOMIC DEVELOPMENT.** Balance housing and employment opportunities to reduce trips in and out of the region and encourage commercial development which maintains and enhances the quality of the City's commercial areas, provides services for residents and broadens the tax base of the community to provide needed revenues for public services.
- LU8 **COMMERCIAL ACTIVITY AREAS.** Concentrate commercial development and mixed use activity areas so as to provide needed services and tax revenues while not detracting from the overall character of the community.





### 3.5 Land Use and Economic Development Policies

**GOAL LU1 PROTECT COMMUNITY CHARACTER.** PRESERVE AND ENHANCE THE NATURAL RESOURCES, HIGH QUALITY RESIDENTIAL NEIGHBORHOODS AND COMMERCIAL AREAS, AND THE SMALL-TOWN (SEMI-RURAL) CHARACTER OF PINOLE.

**LU1.1 Variety of Land Uses.** Maintain land use designations for a variety of residential, commercial, light industrial, recreational, open space and public purposes which: (1) protect environmental resources; (2) provide a mix of housing types, densities and tenure; (3) ensure that a variety of commercial and industrial goods, services and employment opportunities are available; and (4) offer a range of recreational and public facilities to meet the needs of residents.

Primary Implementing Programs	
LUIP-1	General Plan Land Uses
LUIP-2	Pinole Zoning Ordinance

**LU1.2 General Plan Land Uses and the Zoning Ordinance.** Require all proposed projects to be consistent with the General Plan and other applicable development standards established by the City's Zoning Ordinance.

Primary Implementing Programs	
LUIP-1	General Plan Land Uses
LUIP-2	Pinole Zoning Ordinance

**LU1.3 Civic Beautification.** Establish a continuing program of civic beautification, gateway or entryway enhancement tree planting, maintenance of homes and streets, and other measures which will promote an aesthetically desirable environment and attractive neighborhood areas.

Primary Implementing Programs	
LUIP-4	Pinole Redevelopment Agency
LUIP-6	Code Enforcement Program
LUIP-14	Civic Beautification Programs
LUIP-12	Design Review Guidelines and Procedures
OSIP-10	Landscape and Soundwall Design Standards
OSIP-11	Street Tree Master Plan
OSIP-12	Signature Plantings
HIP-5	Rehabilitation Loan Programs and Fair Housing Laws



- LU1.4 Code Enforcement and Property Maintenance.** Preserve the quality of the environment through active code enforcement and property maintenance programs.

Primary Implementing Programs	
LUIP-6	Code Enforcement Program
LUIP-7	Graffiti Control Program
LUIP-18	Neighborhood Volunteers
LUIP-19	Neighborhood Mediation
HIP-5	Rehabilitation Loan Programs and Fair Housing Laws

**GOAL LU2 PLANNING COORDINATION.** ASSURE THE CITY TAKES AN ACTIVE LEADERSHIP ROLE COORDINATING PLANNING WITH ITS NEIGHBORING JURISDICTIONS AND OTHER PUBLIC AGENCIES.

- LU2.1 Coordination with Other Agencies.** Continue to coordinate planning review of development proposals with appropriate federal, state, regional and local public agencies.

Primary Implementing Programs	
LUIP-10	Contra Costa County General Plan
LUIP-11	Other Agency Approvals
LUIP-37	MonTaraBay Annexation Implementation

- LU2.2 West Contra Costa County Service Delivery.** Achieve efficient community service delivery by coordinating with West County jurisdictions and agencies.

Primary Implementing Programs	
LUIP-10	Contra Costa County General Plan
LUIP-11	Other Agency Approvals
LUIP-37	MonTaraBay Annexation Implementation
LUIP-39	Integrated Resource Recovery Facility
LUIP-40	Recycling Programs
LUIP-42	Sewer Line Inventory
LUIP-43	Library Service
LUIP-44	Child Care Needs
LUIP-45	EBMUD System Plans
LUIP-46	Water Conservation Techniques
LUIP-47	Water Reuse Ordinance



- LU2.3 **Planning Area and Sphere of Influence.** Coordinate land use planning decisions within Pinole's Sphere of Influence (SOI) or Planning Area with other jurisdictions (see map GP-2).

Primary Implementing Programs	
LUIP-10	Contra Costa County General Plan
LUIP-11	Other Agency Approvals
LUIP-37	MonTaraBay Annexation Implementation

- LU2.4 **Annexation Criteria.** Annexation of areas outside the current City limits should be dependent on resident interest, the cost/revenue implications of specific annexation proposals and ability to provide City services to the area.

Primary Implementing Programs	
LUIP-37	MonTaraBay Annexation Implementation

- LU2.5 **Rancho Road Area Land Use.** Retain the designation of the majority of this area as Low Density Residential. Retain the commercial designation along Appian Way, with development at a smaller scale and act as a transition between the lower intensity development south of the City limits and the higher intensity development near Fitzgerald Drive. (See also Policy LU8.3).

Primary Implementing Programs	
LUIP-1	General Plan Land Uses
LUIP-10	Contra Costa County General Plan
LUIP-11	Other Agency Approvals

- LU2.6 **MonTaraBay Land Use.** Retain Neighborhood Commercial and General Commercial land uses along San Pablo Avenue near the Pinole city limits and at the intersection of San Pablo Avenue and Tara Hills Drive, and retain low density residential densities in Montalvin Manor.

Primary Implementing Programs	
LUIP-1	General Plan Land Uses
LUIP-10	Contra Costa County General Plan
LUIP-11	Other Agency Approvals
LUIP-37	MonTaraBay Annexation Implementation



- LU2.7 **Briones Hills Preserve Land Use.** Continue to support the agreement for the Briones Hills Preserve that established this area as an agricultural preservation area in 1987.

Primary Implementing Programs	
LUIP-10	Contra Costa County General Plan
LUIP-11	Other Agency Approvals
LUIP-37	MonTaraBay Annexation Implementation

**GOAL LU3 HISTORIC PRESERVATION AND COMMUNITY DESIGN.**  
PRESERVE THE HISTORIC RESOURCES AND ENSURE HIGH QUALITY SITE PLANNING AND DESIGN.

- LU3.1 **Site Planning and Design.** Ensure high quality site planning, architecture and landscape design for all new development, renovation or remodelling.

Primary Implementing Programs	
LUIP-2	Pinole Zoning Ordinance
LUIP-3	Grading and Subdivision Ordinances
LUIP-12	Design Review Guidelines and Procedures
LUIP-13	Hillside Development Guidelines
LUIP-15	Historic Preservation Ordinance
LUIP-33	Redevelopment of Old Town Properties
OSIP-5	Shoreline Corridor Overlay Zone
OSIP-8	Scenic Easements
OSIP-9	Ridgeline Preservation Ordinance
OSIP-13	Tree Preservation Ordinance
OSIP-14	Critical Public Views and Ridgelines

- LU3.2 **Design Review.** Require design review and approval by the City of significant public and private development proposals, including those for individual residences. Proposed projects should address the following issues:
- Preserve the architectural character and scale of neighborhoods.
  - Assure the design and scale of the project is in relation to surrounding properties, including exterior colors and materials.
  - Minimize impacts on waterfront and ridgeline views.
  - Minimize impacts on privacy and sun access of adjacent properties.
  - Minimize impacts of excessive noise, glare or hazardous materials.
  - Screen unsightly uses including trash and loading dock areas, roof top equipment, and ventilating systems.
  - Incorporate setbacks, open space, and landscaping into project design.



### Primary Implementing Programs

LUIP-3	Grading and Subdivision Ordinances
LUIP-12	Design Review Guidelines and Procedures
LUIP-13	Hillside Development Guidelines
LUIP-15	Historic Preservation Ordinance
LUIP-20	Neighborhood Meetings
LUIP-21	Environmentally Sensitive Sites
OSIP-5	Shoreline Corridor Overlay Zone
OSIP-9	Ridgeline Preservation Ordinance
OSIP-14	Critical Public Views and Ridgelines

- LU3.3 Design Review of Commercial and Industrial Projects.** Require design review of commercial and industrial projects to ensure compatibility with adjacent or nearby land uses, including intensity, access, internal circulation, visual characteristics, noise, odors, fire hazards, vibrations, smoke, discharge of wastes and nighttime lighting.

### Primary Implementing Programs

LUIP-12	Design Review Guidelines and Procedures
LUIP-15	Historic Preservation Ordinance
LUIP-20	Neighborhood Meetings
OSIP-5	Shoreline Corridor Overlay Zone
OSIP-14	Critical Public Views and Ridgelines

- LU3.4 Design Review of Residential Projects.** Require design review of residential projects to ensure compatibility with adjacent or nearby land uses, including architectural style, scale, mass, bulk, color, materials, lot coverage and setbacks. Design review should ensure new residential projects are protected from the impacts of undesirable traffic, noise, or other intrusions when proposed near existing commercial or industrial uses.

### Primary Implementing Programs

LUIP-3	Grading and Subdivision Ordinances
LUIP-12	Design Review Guidelines and Procedures
LUIP-13	Hillside Development Guidelines
LUIP-15	Historic Preservation Ordinance
LUIP-20	Neighborhood Meetings
LUIP-21	Environmentally Sensitive Sites
OSIP-5	Shoreline Corridor Overlay Zone
OSIP-9	Ridgeline Preservation Ordinance
OSIP-14	Critical Public Views and Ridgelines



- LU3.5     **Historic Preservation.** Identify and protect sites and structures of architectural, historical, archaeological, and cultural significance, including significant trees and other plant materials. Require new development in historic areas to complement the character of nearby historic structures.

Primary Implementing Programs	
LUIP-4	Pinole Redevelopment Agency
LUIP-15	Historic Preservation Ordinance
LUIP-16	Historic Building Receiving Area
LUIP-17	Archaeological Resources
LUIP-21	Environmentally Sensitive Sites
OSIP-13	Tree Preservation Ordinance

**GOAL LU4     RESIDENTIAL NEIGHBORHOODS. PRESERVE AND STRENGTHEN THE IDENTITY AND QUALITY OF LIFE OF PINOLE'S RESIDENTIAL NEIGHBORHOODS.**

- LU4.1     **Quality of Pinole's Residential Neighborhoods.** Assure all new development, renovation or remodelling preserves and strengthens Pinole's residential neighborhoods by requiring projects to be harmoniously designed and integrated with the existing neighborhood.

Primary Implementing Programs	
LUIP-2	Pinole Zoning Ordinance
LUIP-3	Grading and Subdivision Ordinances
LUIP-12	Design Review Guidelines and Procedures
LUIP-13	Hillside Development Guidelines
LUIP-19	Neighborhood Mediation
LUIP-20	Neighborhood Meetings

- LU4.2     **Residential Densities.** Maintain the character and long-term viability of the City's residential areas by assuring that residential projects are well designed and consistent with site and area resources and constraints. The following guidelines shall provide a starting point for establishing project-specific densities, as shown on the Land Use map:

- a.     **Low End of the Density Range:** The low end of the range is appropriate for "problem" sites, such as those with restrictive easements, difficult shape, proximity to important open space or natural resources, or other physical or infrastructure problems.



- b. **High End of the Density Range:** The high end of the range is allowable when site development constraint issues (see Policy LU4.3 and other General Plan elements) can be mitigated through some or all of the following:

- (1) Creative solutions to building location and/or design.
- (2) Preservation of views or vistas.
- (3) Creation of usable open areas for public and/or private enjoyment.
- (4) Provision of pedestrian/bicycle pathways for links to existing or proposed routes.
- (5) Preservation of wildlife resources.
- (6) Conservation of energy resources (through solar siting, clustering, etc.).
- (7) Clustering to reduce paving, grading runoff, and changes in vegetation cover.
- (8) Additional landscaping area is provided to enhance the natural qualities of the site.
- (9) On-site recreational facilities are provided for the enjoyment of project residents.
- (10) Traffic, noise, or visual effects of the higher density development would not significantly affect adjacent or nearby residences, or the overall streetscape.
- (11) Proximity to transportation facilities.
- (12) Provision of affordable housing.

Primary Implementing Programs	
LUIP-1	General Plan Land Uses
LUIP-2	Pinole Zoning Ordinance
LUIP-3	Grading and Subdivision Ordinances
LUIP-21	Environmentally Sensitive Sites
CIP-7	Traffic Studies
CIP-8	Regional Traffic Impacts
CIP-9	Transportation Mitigation
HIP-12	Mixed Use Housing Incentives
HIP-13	Redevelopment Agency (Housing)
HSIP-3	Geotechnical Review Procedure
HSIP-6	Use of Noise Standards

**LU4.3 Development Constraints.** Cluster development at higher densities to protect natural resources and address site development constraint issues, including archaeological sites, access, traffic, emergency services, water and sewer availability, creek and tree protection, steep slopes, potential geologic hazards, grading impacts, view protection and protection of open space resources.



Primary Implementing Programs	
LUIP-2	Pinole Zoning Ordinance
LUIP-3	Grading and Subdivision Ordinances
LUIP-12	Design Review Guidelines and Procedures
LUIP-13	Hillside Development Guidelines
LUIP-21	Environmentally Sensitive Sites
OSIP-1	Habitat Protection Ordinance
OSIP-8	Scenic Easements
OSIP-9	Ridgeline Preservation Ordinance
OSIP-13	Tree Preservation Ordinance
OSIP-14	Critical Public Views and Ridgelines

- LU4.4 **Conflicts Between Residential and Non-Residential Uses.** Eliminate, to the greatest extent possible, noise, traffic and other conflicts between residential and non-residential land uses.

Primary Implementing Programs	
LUIP-1	General Plan Land Uses
LUIP-2	Pinole Zoning Ordinance
LUIP-41	Potential Odor Impacts

- LU4.5 **Parklands Establishment.** Strive to provide each residential neighborhood with access to a developed park or park-like recreational area within one-quarter mile distance.

Primary Implementing Programs	
LUIP-1	General Plan Land Uses
LUIP-5	Capital Improvement Program (CIP)
LUIP-8	Comprehensive Fee Study
CIP-23	Trail Master Plan
CIP-24	Trails Dedication and Easements
CIP-25	Trails Acquisition and Development
HIP-3	Open Space Contributions (Housing)
OSIP-15	Potential Park and Open Space Areas
OSIP-16	Open Space Funding
OSIP-17	Park Dedication Fees
OSIP-18	Open Space Preservation Actions



**GOAL LU5 ENVIRONMENTALLY SENSITIVE SITES. ASSURE ANY DEVELOPMENT OF ENVIRONMENTALLY SENSITIVE SITES PROTECTS IMPORTANT NATURAL RESOURCES AND RECOGNIZES HAZARD CONSTRAINTS.**

- LU5.1 Doidge and Wright Avenues.** Retain the Suburban-Rural and Open Space designation along the ridgelines and on the eastern and western sides of the area. The following are specific policies:
- Address site development constraints, including potential slope stability problems, protection of open space resources and ridgelines, the need for access easements, water availability above the 400 foot elevation, and limited access from two long dead-end streets (Doidge and Wright).
  - Cluster development on large lower density single family estate lots.
  - Locate and design structures and other improvements so as to minimize cut and fill areas that will impact public views, safety and surrounding uses, and avoid building profiles (silhouettes) being located above the ridgeline when viewed from public streets and designated public access areas.
  - Consider existing access areas and easements for permanent public access to the ridge trail in future development of this area.
  - Evaluate secondary access potential off Hamilton Court and Vincent Drive.
  - Consider these properties for acquisition as open space.

Primary Implementing Programs	
LUIP-3	Grading and Subdivision Ordinances
LUIP-13	Hillside Development Guidelines
LUIP-20	Neighborhood Meetings
LUIP-21	Environmentally Sensitive Sites
LUIP-17	Critical Public Views and Ridgelines Assessment
OSIP-9	Ridgeline Preservation Ordinance
OSIP-14	Critical Public Views and Ridgelines

- LU5.2 Duncan Canyon.** Retain the Low Density, Suburban-Rural and Open Space designation for this site. The following are specific policies:
- Address site development constraints and resources, including archaeological sites, access, creek protection, tree protection, steep slopes, potential geologic hazards, and protection of views and open space resources.
  - Consider splitting the site into two clustered developments with access from Appian Way and North Rancho Road.
  - Protect resources on this site, including the creek, the knoll near the northeast corner of site, and the heavily wooded area adjacent to the creek on both sides of the canyon.



- d. Reconfigure the open space designation to include the drainage channel, the steepest slopes and a wildlife corridor (since it provides a habitat and trail link), leaving the residential designation where access is possible without crossing the drainage.
- e. Evaluate the visual impacts of development on the knoll near the northeast corner of the site.

Primary Implementing Programs	
LUIP-3	Grading and Subdivision Ordinances
LUIP-13	Hillside Development Guidelines
LUIP-20	Neighborhood Meetings
LUIP-21	Environmentally Sensitive Sites
LUIP-17	Critical Public Views and Ridgelines Assessment
OSIP-9	Ridgeline Preservation Ordinance
OSIP-14	Critical Public Views and Ridgelines

LU5.3 **Marsten Ranch Estate Parcels.** Retain the Suburban-Rural designation and scenic easements to limit development to a defined area on these parcels. The following are specific policies:

- a. Minimize the visual impacts of developing the knolls adjacent to Shady Draw through careful site and building design.
- b. Locate and design structures and other improvements so as to minimize cut and fill areas that will impact public views, safety and surrounding uses, and avoid building profiles (silhouettes) being located above the ridgeline when viewed from public streets and designated public access areas.
- c. Reevaluate development potential of Lot 126 to determine if it is incompatible with the preservation of the Shady Draw natural resources.

Primary Implementing Programs	
LUIP-3	Grading and Subdivision Ordinances
LUIP-13	Hillside Development Guidelines
LUIP-20	Neighborhood Meetings
LUIP-21	Environmentally Sensitive Sites
LUIP-17	Critical Public Views and Ridgelines Assessment
OSIP-9	Ridgeline Preservation Ordinance
OSIP-14	Critical Public Views and Ridgelines

LU5.4 **Trailer Storage Site.** Consider redesignating a portion of this site for Parks and Recreation and/or Open Space for use as a staging area for the Bay Trail and parking for Bayfront Park so that existing parking can be relocated and the park expanded if an alternative site can be found within the City to relocate the vehicles currently parked on this site. Specific policies are:



- a. Address site development constraints including noise from the railroad, potential for flooding and requirements for creek setbacks for maintenance and habitat protection.
- b. Consider improving the appearance of the recreational vehicle storage, in the short term, through the use of screening and landscaping.
- c. Consider City or Redevelopment Agency assistance in finding alternative sites to relocate the vehicles parked on this site.
- d. Consider restoring a portion of the site as a wetlands area.
- e. Consider multi-family housing on a portion of this site.
- f. Consider using this site as a rail-stop for commuter railroad between the Bay Area and Sacramento.
- g. Consider acquisition of this site for recreational purposes.

Primary Implementing Programs	
LUIP-3	Grading and Subdivision Ordinances
LUIP-4	Pinole Redevelopment Agency
LUIP-13	Hillside Development Guidelines
LUIP-20	Neighborhood Meetings
LUIP-21	Environmentally Sensitive Sites
OSIP-9	Ridgeline Preservation Ordinance
OSIP-14	Critical Public Views and Ridgelines
LUIP-36	Water-Oriented Use Study

#### LU5.5

**Garrity Creek.** Redesignate this site as Medium Density Residential and Open Space. The following are specific policies:

- a. Address site development constraints, including noise from San Pablo Avenue and the railroad, potential for flooding and creek setbacks for maintenance and habitat protection.
- b. Protect and enhance Garrity Creek by requiring creek setbacks, and creek restoration as part of any proposed development.
- c. Consider this site for affordable housing because of its location and access.
- d. Cluster development to protect natural resources and address site development constraint issues.
- e. Consider this property for acquisition as open space.

Primary Implementing Programs	
LUIP-17	Archaeological Resources
LUIP-20	Neighborhood Meetings
LUIP-21	Environmentally Sensitive Sites



LU5.6

**Silverado Parcel.** Retain the Suburban-Rural and Open Space designation on this site. The following are specific policies:

- a. Address site development constraints, including the open space values of the site, the geologic condition of the property, grading impacts, visual impacts, protection of the privacy of existing homes, and the limited availability of water above the 400-foot elevation.
- b. Locate and design structures and other improvements so as to minimize cut and fill areas that will impact public views, safety and surrounding uses, and avoid building profiles (silhouettes) being located above the ridgeline when viewed from public streets and designated public access areas.
- c. Protect the prominent knoll which comes off Pinole Ridge and the oak trees located near the top of the knoll.

Primary Implementing Programs	
LUIP-3	Grading and Subdivision Ordinances
LUIP-13	Hillside Development Guidelines
LUIP-20	Neighborhood Meetings
LUIP-21	Environmentally Sensitive Sites

LU5.7

**Bundy Property.** Designate this site as Open Space with a portion as Suburban/Rural Residential. Open Space allows agricultural uses, open range, pasture land or tree farming and single family residential as an accessory use. The following are specific policies:

- a. Address site development constraints, including Pinole Creek, which bisects and occupies most of the property, the steep slopes rising to the backs of the residential lots to the north, slope stability problems, and the need for access and maintenance/drainage easements.
- b. Require creek setbacks.
- c. Consider subdividing the portion of the property with the existing house and designating it as Suburban-Rural.

Primary Implementing Programs	
LUIP-3	Grading and Subdivision Ordinances
LUIP-20	Neighborhood Meetings
LUIP-21	Environmentally Sensitive Sites
OSIP-1	Habitat Protection Ordinance
HSIP-3	Geotechnical Review Procedure



**LU5.8 Old Reservoir Site.** Retain the Open Space designation on this site, which allows agricultural uses, open range, pasture land or tree farming. The following are specific policies:

- a. Address site development constraints, including topography, high visibility from I-80 and Pinole Valley Road, deed restrictions, and traffic.
- b. Consider scenic easement protection or donation of the property to the City.
- c. Evaluate re-use potential of the reservoir.
- d. Consider alternative land uses of this site.

Primary Implementing Programs	
LUIP-3	Grading and Subdivision Ordinances
LUIP-13	Hillside Development Guidelines
LUIP-20	Neighborhood Meetings
LUIP-21	Environmentally Sensitive Sites
OSIP-14	Critical Public Views and Ridgelines

**LU5.9 Pinole Creek.** Retain the Open Space designation to protect the resource and recreation values of Pinole Creek.

Primary Implementing Programs	
LUIP-2	Pinole Zoning Ordinance
LUIP-4	Pinole Redevelopment Agency
LUIP-5	Capital Improvement Program (CIP)
OSIP-1	Habitat Protection Ordinance
OSIP-2	Riparian and Stream Restoration Programs
OSIP-3	Environmental Education Programs

**LU5.10 Use of Surplus School Sites.** Any private redevelopment or use of surplus public school sites should be consistent with the type of use and density of surrounding neighborhood development. It may be in the community's interest to retain public recreation and child care facilities. To accomplish this, a density transfer from a portion of the site retained in public recreation or child care use can be considered.

Primary Implementing Programs	
LUIP-1	General Plan Land Uses
LUIP-2	Pinole Zoning Ordinance
LUIP-38	Closed School Sites (Zoning)



**GOAL LU6 WATERFRONT ENHANCEMENT. PROTECT AND ENHANCE THE NATURAL RESOURCES OF THE SAN PABLO BAY WATERFRONT FOR THE ENJOYMENT OF PINOLE RESIDENTS.**

- LU6.1 San Pablo Bay Conservation Area.** Retain the designation for the land immediately adjacent to the Bay as San Pablo Bay Conservation Area, which is primarily an open space designation. Enhance the water-oriented environment of Pinole by encouraging development proposals which may include water-oriented commercial activities and design features. Such uses may include marinas, restaurants, boat rentals and repair facilities, boat slips, uses typically associated with a marina, and recreational activities. All proposals shall incorporate public open space and provide public access to open space areas.

Primary Implementing Programs	
LUIP-1	General Plan Land Uses
LUIP-2	Pinole Zoning Ordinance
LUIP-12	Design Review Guidelines and Procedures
LUIP-35	Waterfront Planning Coordination
LUIP-36	Water-Oriented Use Study

- LU6.2 Waterfront Parks, Pedestrian Pathways and Recreation Areas.** Provide waterfront parks, pedestrian pathways and recreation areas that are accessible and attractive for use by Pinole residents.

Primary Implementing Programs	
LUIP-35	Waterfront Planning Coordination
LUIP-36	Water-Oriented Use Study
CIP-23	Trail Master Plan
CIP-29	Bay Trail
OSIP-5	Shoreline Corridor Overlay Zone
OSIP-7	Open Space/Recreation Standards
OSIP-15	Potential Park and Open Space Areas

- LU6.3 Wetland Mitigation.** Consider waterfront areas for mitigation of the loss of wetlands in other locations.

Primary Implementing Programs	
LUIP-35	Waterfront Planning Coordination
LUIP-36	Water-Oriented Use Study
OSIP-1	Habitat Protection Ordinance
OSIP-5	Shoreline Corridor Overlay Zone



**GOAL LU7 ECONOMIC DEVELOPMENT.** BALANCE HOUSING AND EMPLOYMENT OPPORTUNITIES TO REDUCE TRIPS IN AND OUT OF THE REGION AND ENCOURAGE COMMERCIAL DEVELOPMENT WHICH MAINTAINS AND ENHANCES THE QUALITY OF THE CITY'S COMMERCIAL AREAS, PROVIDES SERVICES FOR RESIDENTS AND BROADENS THE TAX BASE OF THE COMMUNITY TO PROVIDE NEEDED REVENUES FOR PUBLIC SERVICES.

**LU7.1 Commercial and Industrial Land Use Needs.** Provide sufficient land for commercial and industrial uses to allow for development that provides basic goods and services to Pinole residents.

Primary Implementing Programs	
LUIP-1	General Plan Land Uses
LUIP-2	Pinole Zoning Ordinance

**LU7.2 Economic Development Needs.** Provide for economic development which: (1) maintains the City's ability to finance services, and the construction and maintenance of public improvements; (2) offers local employment opportunities for Pinole residents to reduce inter-city commuting; and (3) assures the availability and diversity of resident-serving goods and services.

Primary Implementing Programs	
LUIP-4	Pinole Redevelopment Agency
LUIP-25	Community Reinvestment Act (CRA)
LUIP-26	Commercial/Retail Rent Subsidies
LUIP-28	Start-Up Business Assistance
LUIP-29	Market and Trade Information
LUIP-30	Local Business Needs Studies
LUIP-32	Pinole Vista Development

**LU7.3 Jobs/Housing Balance.** Continue to strive for a balance between the number of jobs in the Pinole Planning Area and the number of housing units available for workers. To achieve and maintain such a balance, the City and Redevelopment Agency should encourage and support, through policies and programs, mixed use projects which provide both housing and employment opportunities, and the development of affordable housing.

Primary Implementing Programs	
LUIP-1	General Plan Land Uses
LUIP-2	Pinole Zoning Ordinance
LUIP-4	Pinole Redevelopment Agency
GMIP-1	Measure C and Growth Management Initiatives



- LU7.4 **Mixed Residential/Commercial Projects.** Encourage affordable housing production by allowing mixed residential/commercial projects. Proposed mixed use projects should:
- Provide commercial uses primarily for residents of the project in which the establishment is located and for adjacent residences.
  - Limit commercial uses to the ground floor of a multi-story residential building or to single-story buildings.
  - Limit commercial uses to those that are compatible with residential.
  - Regulate signs through a planned sign program.
  - Protect residential uses from the noise and traffic generated by commercial establishments with landscaping, open space, and other design features.
  - Provide sufficient parking for residents, employees, and customers.
  - Provide an adequate amount of open space for use by any residents of the project. Such open space area should be designed to provide a private area for residents.

Primary Implementing Programs	
LUIP-1	General Plan Land Uses
LUIP-2	Pinole Zoning Ordinance
LUIP-4	Pinole Redevelopment Agency
HIP-12	Mixed Use Housing Incentives
HIP-22	Old Town and San Pablo Avenue Housing

- LU7.5 **Adequacy of Public Infrastructure and Services.** Ensure that new and existing developments can be adequately served by municipal services and facilities in accordance with City standards. New projects which require construction or expansion of public improvements shall pay their fair share of the costs necessary to improve or expand infrastructure to serve them, including street improvements, parks, water storage tanks, sewer and water service, and other public services.

Primary Implementing Programs	
LUIP-5	Capital Improvement Program (CIP)
LUIP-8	Comprehensive Fee Study
LUIP-9	Revenue Generation Study

- LU7.6 **City-Owned and Controlled Lands.** Consider the exchange or sale of City owned land for private development if such development can meet City needs based on the following criteria:
- Revenue generating potential of the land use.
  - Preservation of open space or important natural habitats as part of the project design.



- c. Extent to which the project fulfills City needs for unmet commercial or public services, low or moderate income housing, recreation, or public facilities.
- d. Compatibility of proposed land use(s) with existing and proposed adjacent properties use(s).
- e. Public notice and review prior to sale of any publicly owned land.

Primary Implementing Programs	
LUIP-4	Pinole Redevelopment Agency
LUIP-20	Neighborhood Meetings
LUIP-24	Sale of City Property

- LU7.7 Redevelopment Agency.** Maintain an active role of the Redevelopment Agency in assembling land, providing financial assistance for improving properties, paying for public beautification improvements, providing marketing and promotion assistance for retail activities, protecting historic properties, and providing low and moderate income housing.

Primary Implementing Programs	
LUIP-4	Pinole Redevelopment Agency
LUIP-20	Neighborhood Meetings

- LU7.8 Use of the Railroad Right-of-Way.** Ensure that new land uses will be designed to be compatible with potential future use of the railroad corridor as a more heavily used transitway through noise attenuation, setbacks, and appropriate access. Evaluate surplus right-of-way for appropriate uses that are compatible with being located near the railroad right-of-way.

Primary Implementing Programs	
LUIP-22	Coordination with the Railroads
CIP-5	West County Action Plan

- LU7.9 Motel and Hotel Uses.** Encourage development of hotels and motels in commercial areas, but require strict design and use controls that consider potential impacts on surrounding uses. Require a police security contract and adequate lighting for motel and hotel uses.

Primary Implementing Programs	
LUIP-2	Pinole Zoning Ordinance
LUIP-6	Code Enforcement Program
LUIP-12	Design Review Guidelines



**GOAL LU8 COMMERCIAL ACTIVITY AREAS. CONCENTRATE COMMERCIAL DEVELOPMENT AND MIXED USE ACTIVITY AREAS SO AS TO PROVIDE NEEDED SERVICES AND TAX REVENUES WHILE NOT DETRACTING FROM THE OVERALL CHARACTER OF THE COMMUNITY.**

- LU8.1 Intensity of Commercial and Industrial Development.** Assure the intensity of commercial and industrial development responds to site resources and constraints, traffic and access, potentially hazardous conditions, adequacy of infrastructure and City design policies. Regulate the intensity or scale of commercial and industrial areas through building height and floor area ratio (FAR) standards. The maximum FAR is not guaranteed, particularly in environmentally sensitive areas.

Primary Implementing Programs	
LUIP-2	Pinole Zoning Ordinance
LUIP-12	Design Review Guidelines and Procedures

- LU8.2 Pinole Vista.** Develop Pinole Vista as the prime commercial area in the City designated for Regional Commercial uses. Continue development of the remaining acreage at the Pinole Vista Shopping Center to provide additional commercial uses, tax revenues and jobs. The following are specific policies:
- Support construction of the Atlas Interchange and Richmond Parkway to serve as an entrance to the City.
  - Address traffic and security problems.
  - Support the location of a BART station at Hilltop/Parkway and not within the Pinole Planning Area.
  - Develop specific architectural design and/or landscaping standards to establish a unifying theme for this area.
  - Continue to work with existing and new businesses.

Primary Implementing Programs	
LUIP-27	Marketing/Promotion Information
LUIP-29	Market and Trade Information
LUIP-30	Local Business Needs Studies
LUIP-31	Security of Commercial Centers
LUIP-32	Pinole Vista Development

- LU8.3 Appian Way South.** Retain the commercial designation along Appian Way and permit medium density residential, multi-family housing. Development of this area should be at a smaller scale and act as a transition between the lower intensity development south of the City limits and the higher intensity development near Fitzgerald Drive. The following are specific policies:
- Require the scale of development to be consistent with development elsewhere in the city.



- b. Limit medium density residential development to the east side of Appian Way.
- c. Complete the widening of Appian Way to 4 lanes as each property is redeveloped to mitigate high traffic volumes and restricted and dangerous driveway access to sites in this area.
- d. Evaluate undergrounding of utilities.

Primary Implementing Programs	
LUIP-2	Pinole Zoning Ordinance
LUIP-10	Contra Costa County General Plan
LUIP-23	Neighborhood Retail Centers

**LU8.4 Doctor's Hospital/Appian 80.** Redesignate existing Neighborhood Commercial to Regional Commercial and retain the Major Institution/Medical designation. Define the specific uses permitted in the Major Institution/Medical designation to eliminate incompatible uses. The following are specific policies:

- a. Redesign the Tara Hills Drive/Appian Way intersection to improve circulation, parcel access and safety in this area. Consider using the Redevelopment Agency to assist in this project.
- b. Establish a cohesive look to the scale and design of buildings.
- c. Consider locating a Fire Station in this area to better serve this portion of the community.
- d. Require Doctor's Hospital to prepare a master plan before allowing any future expansion, including an assessment of the demand for additional medical offices, and parking needs and whether to allow parking structures.

Primary Implementing Programs	
LUIP-2	Pinole Zoning Ordinance
LUIP-23	Neighborhood Retail Centers

**LU8.5 Pinole Valley South.** Retain the Neighborhood Commercial designation and consider mixed uses (possible Residential/Commercial designation) if, after an assessment of the economic viability of this area, it is determined that the shopping area as it exists is not viable. The following are specific policies:

- a. Ensure compatibility with existing scale and design quality.
- b. Support the location of a BART station at Hilltop/Parkway and not within the Pinole Planning Area.
- c. Protect and enhance Pinole Creek.



### Primary Implementing Programs

LUIP-2	Pinole Zoning Ordinance
LUIP-23	Neighborhood Retail Centers
LUIP-27	Marketing/Promotion Information
LUIP-29	Market and Trade Information
LUIP-30	Local Business Needs Studies
CIP-17	BART Alignment Study

**LU8.6 Pinole Valley North.** Retain the General Commercial designation and designate mixed use Residential/Commercial use for some of this area. The following are specific policies:

- Develop design guidelines to improve the area's attractiveness as an entrance to Old Town.
- Support the location of a BART station at Hilltop/Parkway and not within the Pinole Planning Area.
- Protect and enhance Pinole Creek.

### Primary Implementing Programs

LUIP-2	Pinole Zoning Ordinance
CIP-17	BART Alignment Study

**LU8.7 Overall San Pablo Avenue Development.** Encourage land uses and quality of design that build upon the distinct function and enhance the character of Old Town, Mid San Pablo Avenue and West San Pablo Avenue. The following are specific policies:

- Assure compatibility of land uses between each other and with surrounding residential neighborhoods.
- Enhance the visual continuity, attractiveness, pedestrian circulation and transition from each sub-area along San Pablo Avenue through attractive public improvements and quality site planning, building and landscape design.
- Avoid strip commercial development.
- Promote retail and housing developments that make better use of currently underutilized land and build on the strengths of San Pablo Avenue as a regional transportation route.
- Limit curb cuts and driveways onto San Pablo Avenue wherever possible to promote safety and efficient traffic flow, consistent with the desired character of each sub-area.
- Consider building heights to 3 stories provided they transition to surrounding areas to encourage lot consolidation and development of deteriorated properties.



Primary Implementing Programs	
LUIP-2	Pinole Zoning Ordinance
LUIP-4	Pinole Redevelopment Agency
LUIP-5	Capital Improvement Program (CIP)
LUIP-14	Civic Beautification Programs
CIP-5	West County Action Plan
CIP-11	City Street Improvements
HIP-12	Mixed Use Housing Incentives
HIP-13	Redevelopment Agency (Housing)
HIP-22	Old Town and San Pablo Avenue Housing

- LU8.8 **Old Town.** Protect and enhance Old Town's character, its role as the downtown of Pinole, and as a place where people will congregate, by encouraging a mixture of land uses. The following are specific policies:
- Continue to locate City Hall, the Post Office and other public buildings in Old Town.
  - Recognize the need for housing to support businesses and to create more activity in Old Town.
  - Evaluate allowing common parking facilities, including assessing the role of the Redevelopment Agency in paying for these facilities or formation of a parking assessment district.
  - Protect and enhance Pinole Creek.
  - Develop architectural, landscaping, and historic preservation guidelines to protect the "Old Town" character.

Primary Implementing Programs	
LUIP-2	Pinole Zoning Ordinance
LUIP-4	Pinole Redevelopment Agency
LUIP-14	Civic Beautification Programs
LUIP-15	Historic Preservation Ordinance
LUIP-33	Redevelopment of Old Town Properties
LUIP-34	Community/Civic Center
CIP-13	Downtown Traffic Study
CIP-21	Parking District in Old Town
HIP-12	Mixed Use Housing Incentives
HIP-13	Redevelopment Agency (Housing)
HIP-22	Old Town and San Pablo Avenue Housing

- LU8.9 **Mid San Pablo Avenue.** Establish this area as a transition between Old Town and West San Pablo Avenue. Modify the present land use designations to allow office, retail, medium density residential, and mixed use residential/commercial uses. Allow some higher density residential uses in this area provided they do not impact adjacent residential neighborhoods.



Primary Implementing Programs	
LUIP-2	Pinole Zoning Ordinance
LUIP-14	Civic Beautification Programs
CIP-5	West County Action Plan
CIP-11	City Street Improvements
HIP-12	Mixed Use Housing Incentives
HIP-13	Redevelopment Agency (Housing)
HIP-22	Old Town and San Pablo Avenue Housing

LU8.10 **West San Pablo Avenue.** Provide a mixture of light industrial, retail, service and multi-family residential uses in the West San Pablo Avenue area. The following are specific policies:

- a. Develop the unused portions of the railroad right-of-way with non-residential uses.
- b. Restrict light industrial uses to the north side of San Pablo Avenue, with commercial uses permitted on the south side, east of Crestview.
- c. Allow development of the south side of San Pablo Avenue for multi-family residential uses as a transition to nearby single family residential areas.
- d. Assure compatibility of potential uses with surrounding neighborhoods, the Bay Trail and Wilson Point Regional Park.

Primary Implementing Programs	
LUIP-2	Pinole Zoning Ordinance
LUIP-14	Civic Beautification Programs
LUIP-37	MonTaraBay Annexation Implementation
CIP-5	West County Action Plan
CIP-11	City Street Improvements
HIP-12	Mixed Use Housing Incentives
HIP-13	Redevelopment Agency (Housing)
HIP-22	Old Town and San Pablo Avenue Housing

### 3.6 Land Use and Economic Development Implementing Programs

LUIP-1 **General Plan Land Uses.** Incorporate the policies of the San Pablo Avenue Specific Plan into the General Plan and evaluate General Plan land use designations and Plan programs annually to ensure they are consistent with the City's overall goals and review the entire General Plan within five years.



- LUIP-2     **Pinole Zoning Ordinance.** Update the Pinole Zoning Ordinance to be consistent with the General Plan in a timely manner after General Plan adoption.
- LUIP-3     **Grading and Subdivision Ordinances.** Review Grading and Subdivision Ordinances to ensure they are consistent with the Hillside Development Design Guidelines, Zoning Ordinance and General Plan.
- LUIP-4     **Pinole Redevelopment Agency.** Provide funding for local improvements, commercial retail development and affordable housing within the Redevelopment Project Area through the unique powers of the Redevelopment Agency, and as projected in the Redevelopment Agency Capital Improvement Program (CIP), with special attention to improvements in Old Town and along San Pablo Avenue.
- LUIP-5     **Capital Improvement Program (CIP).** Continue to maintain a seven-year Capital Improvement Program (CIP) which supports policies in the General Plan to maintain, improve or expand City-wide facilities and infrastructure and economic development activities.
- LUIP-6     **Code Enforcement Program.** Adopt a code enforcement program to ensure that private properties are maintained in accordance with community standards. Enforcement will include periodic spot checks of property throughout the City and investigation of property maintenance complaints. Property maintenance standards would include weed abatement, painting/staining of buildings, trash and debris removal from yards, planting and maintenance of landscaping, and general compliance with appropriate codes, and is intended to maintain the quality of existing homes, businesses and neighborhoods.
- LUIP-7     **Graffiti Control Program.** Establish a graffiti control program which encourages the elimination of graffiti from public and private property through corporate sponsorship and use of volunteer staff, with youth involvement.
- LUIP-8     **Comprehensive Fee Study.** Evaluate the City's current growth impact and other fees to ensure proper contributions by development for improvements so that new development is covering costs to the City for the provision of services, facilities, including schools, and capital improvements.
- LUIP-9     **Revenue Generation Study.** Hire an economic consultant to review the City's current and potential revenue sources. Implement revenue generation proposals to ensure proper provision of services and capital improvements.
- LUIP-10    **Contra Costa County General Plan.** Work with LAFCO, Contra Costa County and other jurisdictions to ensure compatible land uses and boundaries consistent with Pinole's General Plan for the unincorporated areas in Pinole's SOI. Study changes to the land use designations in the



Montalvin Manor area as part of a cooperative effort involving the cities of Pinole and Richmond and Contra Costa County prior to annexing this area (see also Program LUIP-37).

- LUIP-11 **Other Agency Approvals.** Monitor nearby cities, County and agencies (East Bay Municipal Utility District, Richmond Unified School District, East Bay Regional Park District) to ensure that proper infrastructure and site mitigation are required to minimize impacts on Pinole.
- LUIP-12 **Design Review Guidelines and Procedures.** Establish and enforce specific Design Review Guidelines and Procedures to ensure that quality community design is required as a condition of approval, and which define the role of the Design Review Board and the Planning Commission with regard to design review. Continue to use Design Review Guidelines and Procedures to review projects for consistency with the City's design goals.
- LUIP-13 **Hillside Development Guidelines.** Develop and adopt Hillside Development Guidelines that address slope stability, protection of views and privacy, visibility, tree coverage, slope density and emergency access.
- LUIP-14 **Civic Beautification Programs.** Consider adopting a Civic Beautification Program that would: (a) Establish a program for installing trees along major arterials and beautifying the major entrances into the City; (b) provide funds for storefront/facade improvement program to assist merchants by providing financial incentives and design assistance to enhance Old Town and San Pablo Avenue businesses; (c) provide environmentally sensitive improvements to Old Town streets, parks and other infrastructure; and (d) provide street banners and other aesthetic improvements.
- LUIP-15 **Historic Preservation Ordinance.** Consider adopting an Historic Preservation Ordinance to protect historic resources and to ensure that new buildings and remodelling of existing buildings are compatible with City goals for preserving the City's historic resources and character. The City should also examine financial assistance options for eligible historic properties. The ordinance would:
- a. Review the 1985 Historic Resources Survey as a basis for establishing standards for determining the historic value of potentially historic properties.
  - b. Define historic areas where new development will be required to complement the character of the surrounding historic structures.
  - c. Focus attention on preserving "Old Town's" character.
  - d. Establish historic design guidelines that could be used to allow the adaptive re-use of historic buildings and facade improvements, and include guidelines and standards covering specific historical/architectural features, materials, colors, etc. for all new construction.
  - e. Address Unreinforced Masonry Building safety.



- f. Establish exceptions from parking, lot coverage and setback requirements for historic buildings .

- LUIP-16 **Historic Building Receiving Area.** Consider establishing an historic building receiving area to collect and renovate historic buildings, and, as appropriate, to provide additional housing.
- LUIP-17 **Archaeological Resources.** Where possible, archaeological sites or fragile historic sites will be placed within open space areas as defined during the specific project review process.
- LUIP-18 **Neighborhood Volunteers.** Encourage programs funded and organized by neighborhood volunteers to improve the City's neighborhoods. Programs could include Neighborhood Watch Groups, Adopt a Park, tree planting, spring clean-up, creek clean-up, anti-graffiti, neighborhood disaster preparedness teams and others.
- LUIP-19 **Neighborhood Mediation.** Work with a professional mediation service to resolve neighbor versus neighbor disputes in a fair and equitable way.
- LUIP-20 **Neighborhood Meetings.** Require developers to conduct neighborhood meetings with residents as part of any major development application. The City will develop Neighborhood Meeting Procedures to include: groups to be notified, meeting locations, types of applications for which neighborhood meetings are required, advance notice procedures and timing, etc.
- LUIP-21 **Environmentally Sensitive Sites.** Prepare schematic plans showing the location of natural resources and hazard constraints, potential access points and developable areas for each site.
- LUIP-22 **Coordination with the Railroads.** Contact the Atchison Topeka and Santa Fe and Southern Pacific railroads about the potential to develop unused railroad right-of-way and modify the land use map to reflect desired land use designations.
- LUIP-23 **Neighborhood Retail Centers.** Determine the ongoing viability of existing neighborhood retail centers by monitoring vacancies and the physical condition of these centers. Provide assistance as necessary through the Pinole Redevelopment Agency.
- LUIP-24 **Sale of City Property.** Conduct a study of the potential resale benefits of all City owned land.
- LUIP-25 **Community Reinvestment Act (CRA).** Encourage and enforce CRA requirements for local lenders to provide more community lending.



- LUIP-26 **Commercial/ Retail Rent Subsidies.** Consider providing rent subsidy or other financial start-up assistance as an incentive for businesses to locate in targeted buildings or areas.



- LUIP-27 **Marketing/ Promotion Information.** Consider publishing brochures and other material to portray the benefits and opportunities of an area (e.g. Old Town), provide local demographic and economic data, describe current successful businesses, City policies and programs, targeted areas, or promotional events, etc.

- LUIP-28 **Start-Up Business Assistance.** As a way to spur local businesses, investigate the feasibility of Redevelopment Agency assistance in the development or renting of space for office support, conference rooms, or other services to be shared by small start-up firms or for satellite offices for telecommunication purposes.

- LUIP-29 **Market and Trade Information.** Conduct economic research to identify undersupplied retail businesses, distribute information, and recommend appropriate tenant mix for targeted areas such as shopping centers and Old Town.

- LUIP-30 **Local Business Needs Studies.** Coordinate with local businesses and the Pinole Chamber of Commerce to identify problems or constraints faced by local businesses, including company needs and plans to expand, attitudes about doing business locally, employment issues, security issues, etc. in order to retain local businesses.

- LUIP-31 **Security of Commercial Centers.** Ensure maximum possible security (police and fire) is provided at Pinole Vista and other centers to maintain a safe environment for the community.

- LUIP-32 **Pinole Vista Development.** Ensure this area remains economically viable by continuing to play a role in the design, marketing, development and enhancement of Pinole Vista.



LUIP-33 **Redevelopment of Old Town Properties.** Develop the "Old Bank Building" and other Old Town properties for commercial or residential/commercial uses as part of an overall redevelopment plan.

LUIP-34 **Community/Civic Center.** Review and implement key provisions of the Community/Civic Center Feasibility Study.

LUIP-35 **Waterfront Planning Coordination.** Coordinate with the following agencies in waterfront planning: Bay Conservation and Development Commission (BCDC); City of Hercules; East Bay Regional Park District; Southern Pacific Railroad; Contra Costa County; and East Bay MUD.

LUIP-36 **Water-Oriented Use Study.** Explore locations for development of a marina and other water-oriented recreational uses. This study should cover (1) impacts on bay water quality, public health and safety; (2) parking and traffic; (3) public and private use; (4) impacts on habitat; (5) gaining BCDC and other agency approvals; and (6) economic feasibility for construction and ongoing costs for dredging and maintenance.



LUIP-37 **MonTaraBay Annexation Implementation.** Implement City annexation policy by negotiating with Contra Costa County on how property taxes in the MonTaraBay area would be split between the city and county if/when the area is annexed. The revenue the City of Pinole receives should be very close to the cost of providing adequate municipal services to MonTaraBay and should not create a long-term "drain" on Pinole's treasury.

LUIP-38 **Closed School Sites (Zoning).** Develop criteria and development standards to allow use of closed school sites retained by the School District for public and quasi-public uses such as child care programs, adult day care, education, recreation, administrative offices, and those private businesses that could qualify as a "Home Occupation".





LUIP-39 **Integrated Resource Recovery Facility.** Consistent with AB 939 requirements, coordinate with the Richmond Sanitary Service and the West Contra Costa Resource Recovery Corporation in building and operating an Integrated Resource Recovery Facility.



- LUIP-40 **Recycling Programs.** The City will strive to reduce the generation of solid waste through recycling and other methods in accordance with AB 939 and will coordinate with Richmond Sanitary Service in considering offering financial incentives such as a rebate or fee reduction to households that recycle. The City could expand the existing residential recycling program and establish a commercial recycling and resource reduction program in coordination with the Chamber of Commerce and local businesses.
- LUIP-41 **Potential Odor Impacts.** The City will consider odor impacts when evaluating land uses and development projects near the wastewater treatment plant. Program implementation could occur when the City reviews the need for appropriate odor mitigation plans when a property is proposed for development within about 1,000 feet of the wastewater treatment plant. Additionally, when improvements are proposed to the wastewater treatment plant, the City will consider measures to mitigate possible odor nuisances.
- LUIP-42 **Sewer Line Inventory.** The City should prepare a sewer line condition inventory and then prioritize needed improvements to minimize infiltration and consequent plant operating costs.
- LUIP-43 **Library Service.** Retain the high quality library service at the current facility and cooperatively explore with the County ways to improve service. In conjunction with the County, the City of Pinole will explore alternative ways to fund the library, including establishment of a separate library district or enactment of a special parcel tax. The library could work to establish a formal volunteer program that provides meaningful work for volunteers.
- LUIP-44 **Child Care Needs.** Initiate a city-wide assessment of child care needs and alternatives and develop city-wide policies for child care services
- LUIP-45 **EBMUD System Plans.** Coordinate with the EBMUD in evaluating the cumulative effect of water system deficiencies and planned growth on the need for water distribution system improvements when it is assessed by the EBMUD in Fiscal Year 1995.
- LUIP-46 **Water Conservation Techniques.** The City will promote the use of low-water-use and fire suppression landscaping and irrigation devices in parks, and during review of new projects and modifications to existing developments, and will establish hours of watering to non-peak evapotranspiration times.
- LUIP-47 **Water Reuse Ordinance.** The City will consider adoption of a Water Reuse Ordinance based on coordination with the East Bay MUD.





	Redevelopment Project Area
	Sphere of Influence
	Proposed Sphere of Influence
	City Limit



GP - 2









City Limit (extends beyond map into San Pablo Bay)

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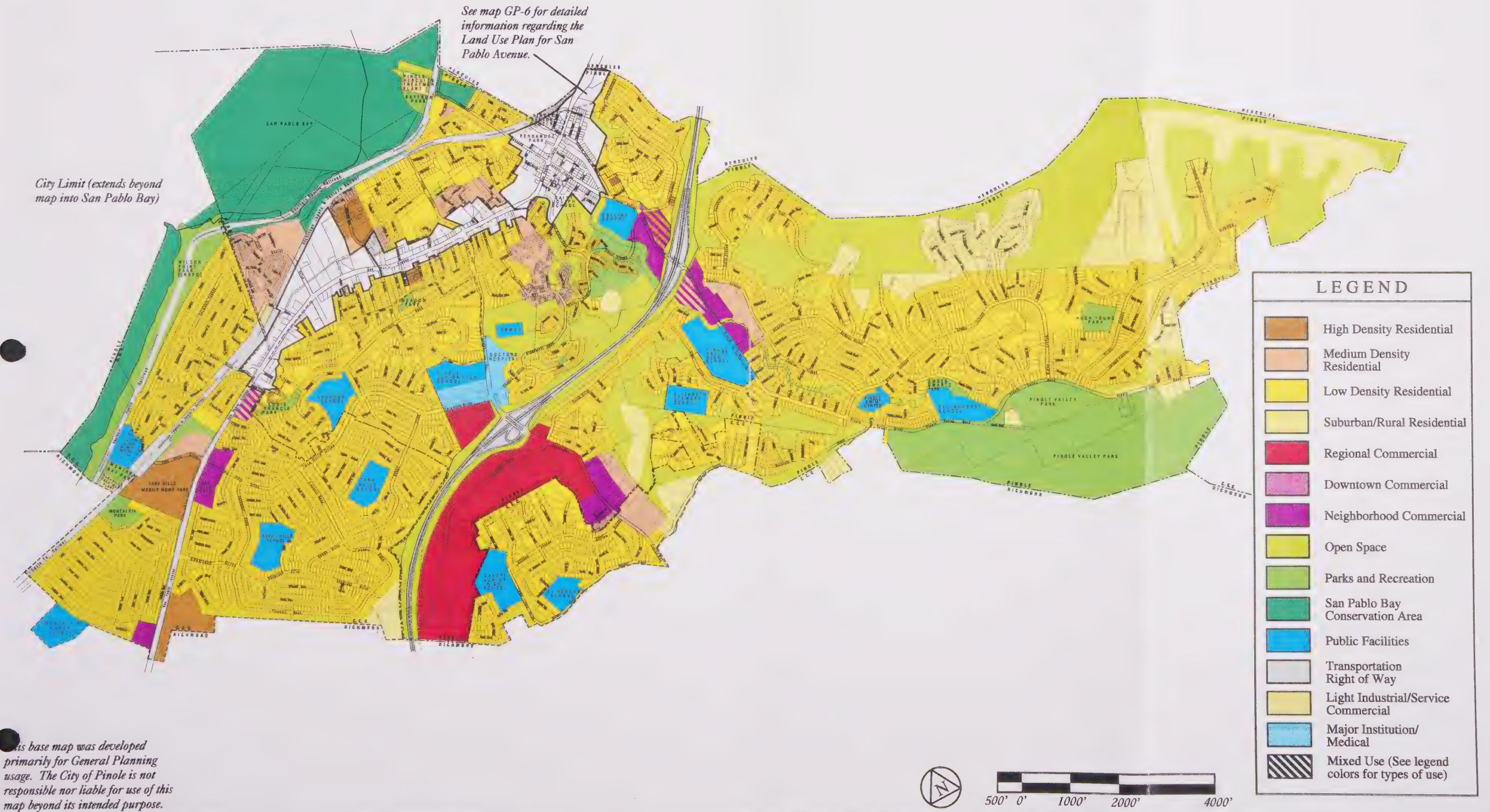




# CITY OF PINOLE - GENERAL PLAN

# PLANNING AREA LAND USE PLAN

May 1995



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LEGEND	
	High Density Residential
	Medium Density Residential
	Low Density Residential
	Suburban/Rural Residential
	Regional Commercial
	Downtown Commercial
	Neighborhood Commercial
	Open Space
	Parks and Recreation
	San Pablo Bay Conservation Area
	Public Facilities
	Transportation Right of Way
	Light Industrial/Service Commercial
	Major Institution/Medical
	Mixed Use (See legend colors for types of use)



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**Section 4**



**Community Services and  
Facilities Element**

*(to be added)*















***Section 5***



**Circulation  
Element**







## **Section 5**

# **Circulation Element**



### **5.1 Introduction**

Traffic congestion and other circulation constraints are major considerations in determining appropriate land uses and responding to future conditions that will affect the quality of life in Pinole. The Circulation Element provides data concerning existing and future conditions as a factual basis for community goals, policies and implementing programs for existing and proposed roadway improvements and other transportation needs.

Pinole's Circulation Element addresses such issues as regional traffic congestion, emergency vehicle access, traffic impacts on neighborhoods, public transit, trails and parking. The costs of maintenance and repair of public streets will be addressed more thoroughly in the Community Services and Facilities Element. Community goals will be achieved through the City's participation in regional transportation activities, as well as local implementation through zoning, other ordinances and the City's Seven-Year Capital Improvement Program (CIP).

### **5.2 Circulation Element Requirements**

A Circulation Element has been required as part of local general plans since 1955. Guidelines adopted by the State Office of Planning and Research emphasize the need to develop a "... balanced, multimodal transportation system." Cost efficiency and protection of environmental quality, including air quality, require attention to non-auto transportation facilities and careful coordination with the Land Use Element. Section 65302(b) of the Government Code summarizes State law requirements:



*"A circulation element consisting of the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, and other local public utilities and facilities, all correlated with the land use element of the plan."*

### **5.3 Circulation Conditions**

The street system in Pinole is largely complete. In general, street system design and classification has been developed consistent with the General Plan policies that major arterials should not pass through residential neighborhoods but should provide the boundaries, and interior street patterns should be designed through use of cul-de-sacs, loop streets, and neighborhood collectors to discourage through traffic. The Circulation Plan is shown on map GP-8.

Many of the key circulation quality of life and community character issues facing Pinole are more regional in scope and solution. Improvement of traffic conditions depends on a package of local and regional measures that include roadway improvements, transit enhancement, trip reduction and Transportation Demand Management (TDM)



implementation, and sufficient funding means. The City needs to continue to coordinate with the ongoing work being done as part of the West County Action Plan. The General Plan establishes Pinole's position on a number of regional strategies to ensure that at every opportunity, staff, community and policy makers are representing those positions in the regional transportation forum. The adopted Growth Management Element, prepared consistent with Measure C requirements, provides some policy direction on traffic issues and impacts relating to coordinated regional planning, and providing safe, attractive and efficient circulation.

#### *Regional Traffic Issues*

The physical configuration of development along the I-80 corridor as a band of suburban development divided and bounded by ridgelines on the east and the Bay to the west has resulted in a simple transportation network which relies on I-80 to provide regional transportation service to and through the area. When I-80 becomes congested, alternative parallel diversions become congested (San Pablo Avenue, Pinole Valley Road and Appian Way). The result is that actions affecting other roadways in the West

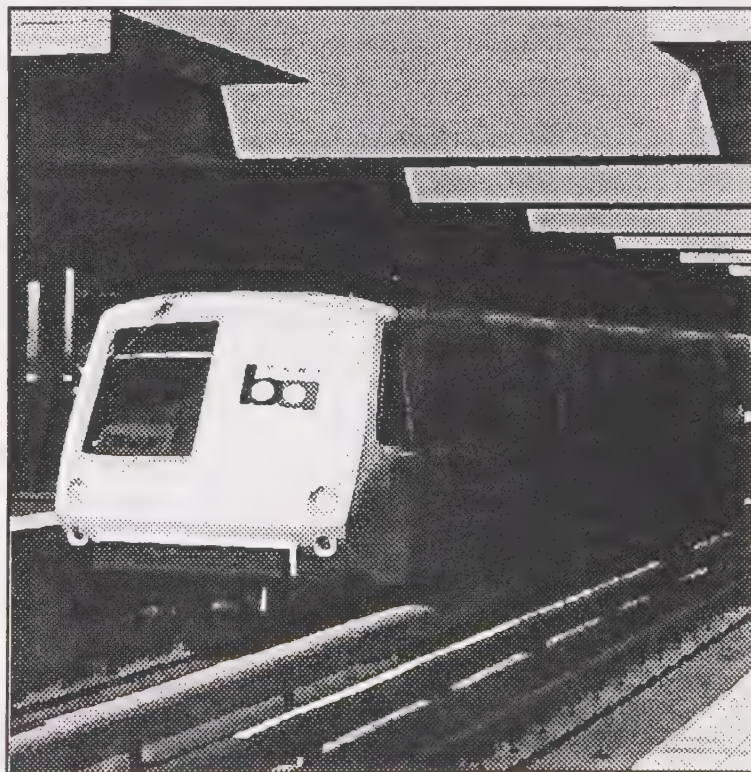


County corridor outside of Pinole have an impact, both positive and negative, on the backup on I-80 and spillover traffic conditions in Pinole.

Overall, traffic will continue its traditional 3% growth each year between now and the year 2000. Traffic growth will slow to under 2% a year between the years 2000 and 2010. The result will be a 30% growth in traffic between 1990 and 2000, and a 48% increase between 1990 and 2010. This will have the following consequences:

- (1) Increased congestion in the I-80 corridor will cause more traffic diversion onto San Pablo Avenue.
- (2) I-80 will be as much as 13% over its peak hour capacity in the year 2010.
- (3) San Pablo Avenue, north of 23rd Street, will be as much as 34% over its peak hour capacity in the year 2010.
- (4) When combining I-80 and San Pablo Avenue, the traffic volume will be as much as 17% over its peak hour capacity in the year 2010.
- (5) The number of key signalized intersections operating at level of service "E" and "F" will increase from two in 1990 to three in the year 2000 and six in the year 2010. The intersections at I-80/San Pablo Dam Road and San Pablo Avenue/23rd Street will continue at level of service "E/F" through the year 2010. Other congested intersections will be on San Pablo Avenue between Appian Way and Sycamore Avenue in the cities of Pinole and Hercules.
- (6) Slower response times for emergency vehicles.

Measure C requires (a) revenues from a countywide .5% sales tax be dedicated to transportation projects in Contra Costa County and (b) implementation of a Growth Management Initiative by all cities and the County. Like Measure C, Proposition 111 gas tax funds are tied to implementation of coordinated regional transportation planning.



Planned highway and transit improvements will not be enough to accommodate anticipated traffic growth in the I-80 corridor between San Pablo Dam Road and State Route 4. However, if all roadway



improvements, a countywide Transportation Demand Management (TDM) trip reduction program, transit measures (BART extension, new ferry service and upgraded AMTRAK) are implemented they might be sufficient to mitigate the projected traffic congestion by 2010. This also depends on inter-jurisdictional coordination, the availability of sufficient funding and implementation.

The 2010 projection level of service at Tennent and San Pablo Avenue is for Level of Service F, which means gridlock. While the City of Pinole needs to take every decision it can on a local basis to address this problem, the issue is really what to do about the mass of traffic coming from Solano County and off of West Highway 4. Specific roadway improvements being considered in the West County Action Plan are identified in the Background Report.

The costs of the regional improvements being considered are extremely high. Additional funding beyond the Strategic Plan, the Local Street Maintenance and Improvement Fund, the Gas Tax and the City of Pinole Redevelopment Agency will be needed to implement the West County Action Plan.

#### *Parking*

There is currently insufficient parking in Old Town/City Hall. Future revitalization will stimulate the need for structured parking. Parking issues include parking standards, off-site parking, employee parking and parking management. These issues should also be reviewed as part of the Zoning Ordinance update following General Plan adoption.

Many visual impacts of parking can be mitigated through proper site planning and design. These would include screening of loading and storage areas, and providing parking areas adjacent to, but not directly in front of a structure, and to place employee parking and loading areas in the rear of the site. The placement of



parking toward the rear of the site is especially applicable for industrial, wholesale and office uses, where customer parking need not be so obvious.

#### *Trails*

Providing a city-wide trail system is a major goal in the City's General Plan. Trails can provide for a safe and motorized circulation system which connects residential areas



with major activity centers within the City and the adjacent communities. In addition, this system can provide a link between parks, recreation areas, open spaces and regional parks. The existing and proposed trails system is designed to serve pedestrians/hikers, bicyclists, and horseback riders. The bicycle and pedestrian circulation systems are related to open space and recreation issues. The General Plan identifies feasible connections in relation to these other elements of the plan, as shown on map GP-9. Trail users include:

- (1) **Pedestrians/Hikers:** Varied group of users ranging from the recreational user to more serious hiker or runner who may cover a large distance.
- (2) **Bicyclists:** Varied group of users from the recreational biker to the more serious bicyclist who may cover a large distance to the off-road bicyclist who may traverse various terrains.
- (3) **Equestrians:** Recreational user who may use a trail on an individual or group basis. Some users may cover a large distance.

Currently, there is only a limited amount of paved trails within the City. These include Pinole Creek Trail, which extends from I-80 to Bayfront Park, and portions of the Bay Trail (1/6 of a mile) located at the end of Pinole Shores Drive and (1/4 of a mile) around the Bayfront Park, and Sarah Drive Trail (1/6 of mile) leading to Hoke Court and Stewart Elementary School. There are a number of unpaved trails throughout the community which serve as fire access roads or fire breaks.

A plan to develop a Bay Trail to surround the perimeter of the San Francisco and San Pablo Bays was adopted in 1989. The plan is being implemented under the direction of ABAG. Small portions of the trail as mentioned above have been completed. The City is actively pursuing completion of the balance of the trail through a joint powers authority which includes the City of Hercules and East Bay Regional Park District.



The Bay Area Ridge Trail is a plan, supported by the Bay Area Ridge Trail Council, to develop a 400 mile continuous ridgetop trail surrounding the Bay. The trail will pass through all nine Bay Area counties connecting public lands owned by the National Park Service, State Parks, regional parks, open space and water districts. The City is actively working with the Trail Council, East Bay Regional Park District, East Bay Municipal Water District, El Sobrante R-9 Group, and other interested groups in completing the trail.



## **5.4 Circulation Goals**

- C1 **CIRCULATION SYSTEM DESIGN.** Develop, improve and maintain a circulation system which provides efficient and safe access for private vehicles, commercial vehicles, public transit, emergency vehicles, pedestrians, bicyclists, and equestrians, while protecting the quality of Pinole's residential neighborhoods and commercial activity areas.
- C2 **REGIONAL TRANSPORTATION PLANNING.** Coordinate with neighboring jurisdictions and other public and regional agencies in the provision of adequate circulation, and the development of balanced housing and employment opportunities to reduce trips in and out of the region.
- C3 **LOCAL STREET IMPROVEMENTS.** Provide and maintain a safe, attractive and efficient circulation system that ensures ongoing convenient access to all residential, commercial and community areas and to neighboring jurisdictions.
- C4 **TRANSIT.** Support the provision of public transit services and alternative programs such as Transportation Demand Management (TDM) to provide a viable alternative to single occupant automobile travel for all citizens and a convenient means of transportation to the "transit dependent" population.
- C5 **FUNDING OF IMPROVEMENTS AND MAINTENANCE.** Provide for adequate funding for regional and local infrastructure maintenance, transit and transportation improvements to assure implementation in a timely manner.
- C6 **PARKING.** Ensure adequate off-street parking is provided for in all new projects and designed for safe and effective circulation, and that existing parking ordinances and enforcement are reflective of community needs and safety.
- C7 **PEDESTRIAN AND BICYCLE CIRCULATION AND TRAILS.** Develop and maintain a comprehensive pedestrian, bicycle, hiking and equestrian circulation network and trails system which connects open space, activity areas and recreation areas, provides linkages to regional trails and open space, offers safe recreation opportunities, and provides an alternative to automobile travel.

## **5.5 Circulation Policies**

**GOAL C1 CIRCULATION SYSTEM DESIGN.** DEVELOP, IMPROVE AND MAINTAIN A CIRCULATION SYSTEM WHICH PROVIDES EFFICIENT AND SAFE ACCESS FOR PRIVATE VEHICLES, COMMERCIAL VEHICLES, PUBLIC TRANSIT, EMERGENCY VEHICLES, PEDESTRIANS, BICYCLISTS, AND EQUESTRIANS, WHILE PROTECTING THE QUALITY OF PINOLE'S RESIDENTIAL NEIGHBORHOODS AND COMMERCIAL ACTIVITY AREAS.



- C1.1 Protect Arterials and Collectors.** Protect community character along Pinole's surface streets from the impacts of peak hour through traffic and diversions.

Primary Implementing Programs	
CIP-1	Police Enforcement of Speeding
CIP-2	Traffic Safety
CIP-5	West County Action Plan
CIP-9	Transportation Mitigation
CIP-10	CIP (Roadway Improvements)
CIP-11	City Street Improvements
CIP-12	Monitor Traffic Levels
CIP-14	City, Street and Highway Signage

- C1.2 Minimize Traffic Diversion.** Discourage non-local and commercial traffic from using local and collector residential streets through land use restrictions and traffic control devices, where appropriate. Design existing arterial roadways to minimize the diversion of traffic onto local residential streets by minimizing potential "friction factors" on arterial streets from on-street parking, bus stops, traffic signals, number and frequency of side streets or driveways, pedestrian activity and inadequate left-turn pockets.

Primary Implementing Programs	
CIP-1	Police Enforcement of Speeding
CIP-3	Galbreth and Rancho Road Street Connections
CIP-9	Transportation Mitigation
CIP-12	Monitor Traffic Levels
CIP-14	City, Street and Highway Signage

- C1.3 Protect Local Residential Streets.** Provide for a transition in land use intensity, site design and traffic circulation between high density residential and commercial projects having primary access on local streets in single family districts, except where there is no feasible alternative route.

Primary Implementing Programs	
CIP-2	Traffic Safety
CIP-7	Traffic Studies
CIP-9	Transportation Mitigation
LUIP-1	General Plan Land Uses
LUIP-2	Pinole Zoning Ordinance



- C1.4 **Restrict Truck Traffic.** Restrict truck through traffic on all city streets as designated by ordinance.

Primary Implementing Programs	
CIP-1	Police Enforcement of Speeding
CIP-14	City, Street and Highway Signage

- C1.5 **Street Connections.** Residential neighborhoods shall be protected from through traffic by discouraging street extensions and connections within the City, to the City of Hercules and Richmond and to Contra Costa County unless after a thorough and careful study that would indicate the traffic and safety in Pinole would be substantially improved.

Primary Implementing Programs	
CIP-3	Galbreth and Rancho Road Street Connections
CIP-10	CIP (Roadway Improvements)
CIP-11	City Street Improvements

- C1.6 **Traffic Safety.** Maintain and improve traffic safety by minimizing traffic accident potential, providing safe walking, and enforcing speeding and other traffic safety laws. Require all traffic signals to have pre-empt systems installed.

Primary Implementing Programs	
CIP-1	Police Enforcement of Speeding
CIP-2	Traffic Safety
CIP-12	Monitor Traffic Levels

**C2 REGIONAL TRANSPORTATION PLANNING.** COORDINATE WITH NEIGHBORING JURISDICTIONS AND OTHER PUBLIC AND REGIONAL AGENCIES IN THE PROVISION OF ADEQUATE CIRCULATION, AND THE DEVELOPMENT OF BALANCED HOUSING AND EMPLOYMENT OPPORTUNITIES TO REDUCE TRIPS IN AND OUT OF THE REGION.

- C2.1 **Regional Traffic Improvements.** Review proposals relative to their impact on Pinole and support all appropriate measures necessary to improve regional traffic through the I-80 corridor and beyond as related to traffic conditions in the City of Pinole.



Primary Implementing Programs	
CIP-4	Measure C Requirements for Circulation
CIP-5	West County Action Plan
CIP-7	Traffic Studies
CIP-8	Regional Traffic Impacts
CIP-9	Transportation Mitigations

- C2.2 **West County Action Plan.** Participate in regional transportation planning and growth management to provide coordinated, long-range actions addressing future travel needs in the City and the West Contra Costa County/I-80 travel corridor.

Primary Implementing Programs	
CIP-4	Measure C Requirements for Circulation
CIP-5	West County Action Plan

- C2.3 **Routes of Regional Significance.** Designate the following Routes of Regional Significance in Pinole, consistent with the West County Action Plan: (1) I-80; and (2) San Pablo Avenue. *(Note: Appian Way is currently under consideration for designation as a Route of Regional Significance).*

Primary Implementing Programs	
CIP-4	Measure C Requirements for Circulation
CIP-5	West County Action Plan

- C2.4 **Basic Routes.** Designate all other streets in Pinole not designated as Routes of Regional Significance as Basic Routes. Level of Service standards shall apply to all signalized intersections on Basic Routes.

Primary Implementing Programs	
CIP-4	Measure C Requirements for Circulation
CIP-5	West County Action Plan
CIP-10	CIP (Roadway Improvements)

- C2.5 **Reduced Work Trips.** Adopt land use, housing and circulation policies supporting the jobs/housing balance, including local job creation, TDM, provision of housing for all income levels, satellite office sites, and telecommunications improvements to reduce or shorten home to work trips along the West Contra Costa County travel corridor.



### Primary Implementing Programs

CIP-4	Measure C Requirements for Circulation
CIP-5	West County Action Plan
CIP-6	TDM Ordinance
CIP-16	Coordinate with Transit Providers
LUIP-1	General Plan Land Uses
LUIP-2	Pinole Zoning Ordinance
LUIP-4	Pinole Redevelopment Agency
HIP-1	Fair Share Housing
GMIP-1	Measure C and Growth Management Initiatives
GMIP-3	Housing Element Programs
GMIP-4	Growth Management Element

- C2.6 **Growth Management.** Ensure that the City and neighboring local jurisdictions make land use decisions within the framework of their Growth Management Elements, as required by Measure C.

### Primary Implementing Programs

CIP-4	Measure C Requirements for Circulation
CIP-5	West County Action Plan
LUIP-1	General Plan Land Uses
LUIP-2	Pinole Zoning Ordinance
GMIP-1	Measure C and Growth Management Initiatives
GMIP-4	Growth Management Element

- C2.7 **Transportation Demand Management.** Implement and enforce local and regional TDM programs.

### Primary Implementing Programs

CIP-5	West County Action Plan
CIP-6	TDM Ordinance



**C3 LOCAL STREET IMPROVEMENTS.** PROVIDE AND MAINTAIN A SAFE, ATTRACTIVE AND EFFICIENT CIRCULATION SYSTEM THAT ENSURES ONGOING CONVENIENT ACCESS TO ALL RESIDENTIAL, COMMERCIAL AND COMMUNITY AREAS AND TO NEIGHBORING JURISDICTIONS.

**C3.1 Local Street Classification.** The City will maintain a street and highway system hierarchy, as follows:

**Pinole Freeways**

- a. I-80
- b. Richmond Parkway

**Pinole Arterials**

- a. San Pablo Avenue
- b. Appian Way
- c. Tara Hills Drive
- d. Pinole Valley Road (south of Tennent Avenue)
- e. Tennent Avenue
- f. Fitzgerald Drive

**Pinole Collectors**

- a. Sarah Drive
- b. Rancho Road
- c. Allview Avenue
- d. Manor Road
- e. Henry Avenue
- f. Canyon Drive
- g. Sunnyview Drive
- h. Shea Drive
- i. Shawn Drive
- j. Pinole Shores Drive
- k. Del Monte Drive
- l. Marlesta Road
- m. Shamrock Drive
- n. Flannery Road
- o. Pinole Valley Road (between Tennent and San Pablo Avenue)
- p. Galbreth Road
- q. Wright Avenue
- r. Simas Avenue
- s. Estates Avenue

**Local Streets**

All other streets in Pinole function as local streets providing access to abutting properties and feeding local collectors which, in turn, lead to arterials.



### Primary Implementing Programs

CIP-7	Traffic Studies
CIP-8	Regional Traffic Impacts
CIP-9	Transportation Mitigation
CIP-10	CIP (Roadway Improvements)
CIP-11	City Street Improvements
CIP-12	Monitor Traffic Levels
CIP-20	Five-Year Street Maintenance Plan

**C3.2 Traffic Level of Service (LOS) Standards.** The following are traffic Level of Service (LOS) standards for local, collector and arterial city streets adopted by the City Council using the categories established in Measure C initiative (see map GP-8):

- a. **Suburban (LOS low-D; Volume/Capacity Ratio .80-.85)**  
All streets not classified below
  
- b. **Urban (LOS high-D; Volume/Capacity Ratio .85-.89)**  
San Pablo Avenue (Oak Ridge Road to west City limits)  
Appian Way (San Pablo Avenue to south City limits)  
Pinole Valley Road (San Pablo Avenue to City limits)  
Tennent Avenue (Pinole Valley Road to Railroad Avenue)  
Fitzgerald Drive (Appian Way to 1,000 feet west of Appian Way)  
Tara Hills Drive (Appian Way to 1,000 feet west of Appian Way)
  
- c. **Central Business District (LOS low-E; Volume/Capacity Ratio .90-.94)**  
San Pablo Avenue (Oak Ridge Road to west City limits)

### Primary Implementing Programs

CIP-4	Measure C Requirements for Circulation
CIP-5	West County Action Plan
CIP-7	Traffic Studies
CIP-12	Monitor Traffic Levels

**C3.3 Maintaining Traffic Level of Service.** The City shall seek to achieve adopted traffic service level standards (or better) during peak traffic hours through Transportation Demand Management (TDM), street maintenance, Capital Improvement Programming, coordination with federal, state, county, and district funding programs for street and other transportation improvements, and developer payment of pro rata fair share of traffic improvement costs for new developments.



Primary Implementing Programs	
CIP-5	West County Action Plan
CIP-6	TDM Ordinance
CIP-9	Transportation Mitigation
CIP-15	Local Shuttle Bus
CIP-16	Coordinate with Transit Providers

- C3.4 **New Development Requirements.** New projects should pay their pro rata share of off-site street improvements that will be needed to serve the project. Such sharing will also cover the incremental improvement costs of the collector and arterial street system that will be utilized by project users.

Primary Implementing Programs	
CIP-7	Traffic Studies
CIP-9	Transportation Mitigation
CIP-18	Regional Transportation Impact Fee
CIP-19	City Transportation Impact Fee

- C3.5 **Private Streets and Public Loop or Cul-de-Sac Streets.** Major arterials should provide the boundaries and not pass through residential neighborhoods. Interior residential street patterns should be designed through use of cul-de-sacs, loop streets, and neighborhood collectors to discourage through traffic.

Primary Implementing Programs	
CIP-10	CIP (Roadway Improvements)
CIP-14	City, Street and Highway Signage

- C3.6 **Access to New Commercial and Industrial Projects.** New commercial and industrial developments shall be designed so that, wherever necessary and possible, the minimum number of entrance or exit points shall be allowed as are needed to ensure safe and efficient internal traffic flow and to reduce through traffic delays on public roads serving the project.

Primary Implementing Programs	
CIP-10	CIP (Roadway Improvements)
CIP-14	City, Street and Highway Signage



C3.7 **CIP Priorities.** Street improvements which are necessary to maintain and improve traffic operations on the Basic Routes are implemented through Pinole's Seven-Year Capital Improvement Program (CIP). Criteria used to consider possible street improvements would include:

- a. Maintain traffic standards established by the City.
- b. Address the City's responsibilities under the adopted West County Action Plan.
- c. Maintain standards for fire, police and other services when they are impacted by worsening traffic conditions.
- d. Facilitate trips with origins or destinations within the community more so than efforts to provide improvements for through trips.

Primary Implementing Programs	
CIP-5	West County Action Plan
CIP-10	CIP (Roadway Improvements)
CIP-11	City Street Improvements
CIP-12	Monitor Traffic Levels

C4 **TRANSIT.** SUPPORT THE PROVISION OF PUBLIC TRANSIT SERVICES AND ALTERNATIVE PROGRAMS SUCH AS TRANSPORTATION DEMAND MANAGEMENT (TDM) TO PROVIDE A VIABLE ALTERNATIVE TO SINGLE OCCUPANT AUTOMOBILE TRAVEL FOR ALL CITIZENS AND A CONVENIENT MEANS OF TRANSPORTATION TO THE "TRANSIT DEPENDENT" POPULATION.

C4.1 **Transit Access.** Increase regional use of transit to relieve commuter congestion along the I-80 corridor and to serve the transportation needs of West County. In coordination with the West County Action Plan, transit service should be an inter-connected system that is safe, efficient and reliable to provide a convenient alternative to driving. Considerations include:

- a. Children, commuters and senior citizens should be within walking distance (1/4 mile) of bus stops.
- b. Commuters should be able to easily reach the BART feeder system, whose operating hours should correspond to need.
- c. Assure continuation of AC Transit, BART feeder and WestCat services.
- d. Provide for mobility-impaired individuals.

Primary Implementing Programs	
CIP-5	West County Action Plan
CIP-15	Local Shuttle Bus
CIP-16	Coordinate with Transit Providers



**C4.2 Regional Transit Improvements.** Support the following regional transit improvements:

- a. Upgrade the intercity AMTRAK service in the I-80 corridor, with a possible station site in Pinole.
- b. Upgrade the ferry service from San Francisco to Vallejo and adding possible new service to Martinez, Rodeo and Richmond.
- c. Following extensive environmental analysis and implementation of mitigation measures for potential impacts on Pinole extend BART or other rail service to Solano County as soon as possible, with the future BART alignment through West County with a station located at Hilltop/Parkway and not within the Pinole Planning Area because of potential loss of viable commercial areas and impacts on adjacent residential neighborhoods.
- d. Use of the existing railroad right-of-way for rail transit.

Primary Implementing Programs	
CIP-5	West County Action Plan
CIP-17	BART Alignment Study

**C4.3 Bus Operations.** Upgrade and maintain the quality of bus stops, hours of operation, and the availability and publicity of local transit information.

Primary Implementing Programs	
CIP-16	Coordinate with Transit Providers

**C5 FUNDING OF IMPROVEMENTS AND MAINTENANCE.** PROVIDE FOR ADEQUATE FUNDING FOR REGIONAL AND LOCAL INFRASTRUCTURE MAINTENANCE, TRANSIT AND TRANSPORTATION IMPROVEMENTS TO ASSURE IMPLEMENTATION IN A TIMELY MANNER.

**C5.1 Transportation and Transit Funding.** Provide adequate regional and local funding of roadway and transit improvements through programs, such as sales tax initiatives and traffic impacts fees when necessary.

Primary Implementing Programs	
CIP-5	West County Action Plan
CIP-18	Regional Transportation Impact Fee
CIP-19	City Transportation Impact Fee



- C5.2 **Measure C and Proposition 111 Funds.** Participate in Measure C and Proposition 111 growth management requirements to assure that revenues for roadway and transit projects, and local street maintenance and improvements are provided.

Primary Implementing Programs	
CIP-4	Measure C Requirements for Circulation
GMIP-1	Measure C and Growth Management Initiatives

C6 **PARKING.** ENSURE ADEQUATE OFF-STREET PARKING IS PROVIDED FOR IN ALL NEW PROJECTS AND DESIGNED FOR SAFE AND EFFECTIVE CIRCULATION, AND THAT EXISTING PARKING ORDINANCES AND ENFORCEMENT ARE REFLECTIVE OF COMMUNITY NEEDS AND SAFETY.

- C6.1 **Parking Standards.** Adopt parking requirements to provide an adequate parking supply as a condition of development approval.

Primary Implementing Programs	
CIP-22	Update Parking Requirements

- C6.2 **Old Town Parking.** Allow in-lieu fees or other alternatives of equal value as a substitute for providing required non-residential parking on-site in Old Town.

Primary Implementing Programs	
CIP-21	Parking District in Old Town

- C6.3 **Parking Lot Design.** Provide proper site planning and design to include screening of loading and storage areas, and providing parking areas adjacent to, but not in front of, the front of a structure, and to place employee parking and loading areas in the rear of the site. The placement of parking toward the rear of the site is especially applicable for industrial, wholesale and office uses, where customer parking need not be so obvious.

Primary Implementing Programs	
CIP-22	Update Parking Requirements
LUIP-12	Design Review Guidelines and Procedures



**C7 PEDESTRIAN AND BICYCLE CIRCULATION AND TRAILS.** DEVELOP AND MAINTAIN A COMPREHENSIVE PEDESTRIAN, BICYCLE, HIKING AND EQUESTRIAN CIRCULATION NETWORK AND TRAILS SYSTEM WHICH CONNECTS OPEN SPACE, ACTIVITY AREAS AND RECREATION AREAS, PROVIDES LINKAGES TO REGIONAL TRAILS AND OPEN SPACE, OFFERS SAFE RECREATION OPPORTUNITIES, AND PROVIDES AN ALTERNATIVE TO AUTOMOBILE TRAVEL.

**C7.1 Trails Plan.** Implement the Trails Plan (see map GP-9), which shows existing and proposed pedestrian, bicycle and equestrian trails within the Pinole Planning Area.

Primary Implementing Programs	
CIP-23	Trail Master Plan
CIP-24	Trails Dedication and Easements
CIP-25	Trails Acquisition and Development
CIP-29	Bay Trail

**C7.2 Trails Linkages.** Establish following trail linkages: (1) A trail linkage across I-80, under the highway along Pinole Creek if safety, cost and flood control issues can be resolved (otherwise under the highway alongside Pinole Valley Road); (2) a continuous loop trail that connects EBRPD lands to the San Pablo Bay shoreline; and (3) encourage the EBRPD to construct and maintain the Bay Trail as a regional trail as a regional link to Point Pinole on the west and Hercules and Rodeo on the east.

Primary Implementing Programs	
CIP-23	Trail Master Plan
CIP-24	Trails Dedication and Easements
CIP-25	Trails Acquisition and Development
CIP-29	Bay Trail

**C7.3 Pedestrian Trails Standards.** Provide paved or unpaved surfaces located within a 10 foot wide right-of-way, physically separated from motorized traffic that can accommodate all types of users (can be combined with bicycle and equestrian paths and trails).

Primary Implementing Programs	
CIP-23	Trail Master Plan
CIP-25	Trails Acquisition and Development
CIP-27	Bicycle and Pedestrian Safety Education
CIP-28	Trails Safety Improvements



C7.4

**Bicycle Trails Standards.** Provide the following bicycle trail standards :

- a. **Class I Bicycle Trails:** Unpaved surface of varying width, physically separated from motorized traffic. Can be combined with pedestrian and equestrian paths and trails, if properly designed.



- b. **Class II Bicycle Trails:** Restricted paved right-of-way designed for the exclusive use of bicyclists.



- c. **Class III Bicycle Trails:** Paved right-of-way shared with motorized vehicles and designated as a bike route.



Primary Implementing Programs	
CIP-23	Trail Master Plan
CIP-24	Trails Dedication and Easements
CIP-25	Trails Acquisition and Development
CIP-27	Bicycle and Pedestrian Safety Education
CIP-29	Bay Trail

C7.5

**Equestrian Trails Standards.** Provide unpaved surface of varying width of 10 to 20 feet, physically separated from motorized traffic (usually combined with pedestrian paths or trails, but can be combined with bicycle trails if properly designed).



### Primary Implementing Programs

CIP-23	Trail Master Plan
CIP-24	Trails Dedication and Easements
CIP-25	Trails Acquisition and Development

- C7.6 Trail Location and Design.** Locate trails away from environmentally sensitive areas, such as a wetlands or a habitat of an endangered species. Design paths and trails in consideration of adjacent property owners and their land. The City will provide signage for trail use/rules, and will prohibit access to trails by motorized vehicles, except for emergency vehicles. Possible measures include: (1) require fencing to discourage intrusion by people and pets into sensitive habitats; (2) provide signage to inform people; and (3) where possible, use natural methods to provide a buffer between a trail and a sensitive habitat.

### Primary Implementing Programs

CIP-23	Trail Master Plan
CIP-24	Trails Dedication and Easements
CIP-25	Trails Acquisition and Development
CIP-28	Title 24 Requirements for Trails
CIP-29	Bay Trail

- C7.7 Street Linkages to Open Space.** Use major streets in Pinole to link open space and activity areas. Physical linkages can be accomplished with bike paths and sidewalks.

### Primary Implementing Programs

CIP-23	Trail Master Plan
CIP-24	Trails Dedication and Easements
CIP-25	Trails Acquisition and Development
CIP-28	Title 24 Requirements for Trails

- C7.8 Trails Planning and Coordination.** Coordinate planning for trails, including location, design, land acquisition, development and maintenance with agencies within the Pinole Planning Area. Local trail linkages to/from the Bay Trail, the Bay Area Ridge Trail, open space and activity areas shall be required as part of new development. These linkages can use existing easements or rights of way, or be provided in new easements.



Primary Implementing Programs	
CIP-23	Trail Master Plan
CIP-24	Trails Dedication and Easements
CIP-25	Trails Acquisition and Development
CIP-28	Title 24 Requirements for Trails
CIP-29	Bay Trail
CIP-30	City Maintained Trails

- C7.9 **Trail Accessibility.** Provide trails, whenever possible, that are accessible to the physically disabled throughout the City.

Primary Implementing Programs	
CIP-23	Trail Master Plan
CIP-28	Title 24 Requirements for Trails

- C7.10 **Pedestrian System.** Develop a safe, pleasant pedestrian system that provides direct and convenient pedestrian access, designed to serve all segments of the public including the young, the aged, and the handicapped. Pedestrian safety shall be made a priority in the design of intersection and other roadway improvements. The pedestrian circulation system is intended as a viable alternative mode of travel throughout the City by providing pedestrian facilities, including trails, paths, and sidewalks that are safe, direct and convenient. The following are considerations:
- The maximum walking distance should be 1/4 to 1/2 mile from the park and/or elementary school.
  - Ideally, residential areas would be connected with neighborhood park through a system of trails and open space, separated from the vehicular traffic with controlled, safe points of intersection.

Primary Implementing Programs	
CIP-23	Trail Master Plan
CIP-24	Trails Dedication and Easements
CIP-25	Trails Acquisition and Development
CIP-27	Bicycle and Pedestrian Safety Education
CIP-28	Title 24 Requirements for Trails
CIP-29	Bay Trail



- C7.11 **Pedestrian Improvements.** Continue to require as a condition of development project approval the provision of sidewalks and wheelchair ramps and the repair or replacement of damaged sidewalks. Require utility poles, signs, street lights and street landscaping on sidewalks be placed and maintained to permit wheelchair access and pedestrian use.

Primary Implementing Programs	
CIP-24	Trails Dedication and Easements
CIP-28	Title 24 Requirements for Trails

- C7.12 **Bikeways System.** Develop and maintain a safe and logical bikeways system which is coordinated with the countywide system, and will include separate bicycle lanes and posted bicycle routes. This system is intended as a viable alternative mode of travel throughout the City.

Primary Implementing Programs	
CIP-23	Trail Master Plan
CIP-24	Trails Dedication and Easements
CIP-25	Trails Acquisition and Development
CIP-28	Title 24 Requirements for Trails
CIP-29	Bay Trail
CIP-30	City Maintained Trails

- C7.13 **Bike Parking Facilities.** Require adequate bike parking facilities at transportation centers, public parks and buildings, recreational facilities, commercial centers and large multi-family residential projects.

Primary Implementing Programs	
CIP-23	Trail Master Plan
CIP-24	Trails Dedication and Easements
CIP-28	Title 24 Requirements for Trails

- C7.14 **Trails Acquisition or Dedication.** Encourage the acquisition of land for trails through various means. The development of land through which a trail, identified in the Circulation Element, passes may require the dedication of land or easements or improvements needed to build new trails.

Primary Implementing Programs	
CIP-23	Trail Master Plan
CIP-24	Trails Dedication and Easements



- C7.15 **Trails Maintenance.** Continue to require trails or easements to be maintained by property owners or the agency accepting the dedicated trail or easement.

Primary Implementing Programs	
CIP-23	Trail Master Plan
CIP-30	City Maintained Trails
CIP-31	Dumping of Solid Waste

## 5.6 Circulation Implementing Programs

- CIP-1 **Police Enforcement of Speeding.** Provide for adequate Police enforcement to control excessive speeding.
- CIP-2 **Traffic Safety.** Maintain and improve traffic safety by minimizing traffic accident potential and providing safe walking as part of new commercial projects, and enforce speeding and other traffic safety laws.
- CIP-3 **Galbreth and Rancho Road Street Connections.** Study and determine the need for a possible street connections between Galbreth and Rancho Road, to improve intra-City circulation and safety.
- CIP-4 **Measure C Requirements for Circulation.** Review proposals relative to their impact on Pinole and participate in the local and regional growth management effort in accordance with the Measure C Growth Management Implementing Documents as described in the Growth Management Element (see Program GMIP-1).
- CIP-5 **West County Action Plan.** Continue to participate in development and review of regional transportation planning and growth management proposals as part of the West County Action Plan, and provide coordinated, long-range actions addressing future travel needs in the City and the West Contra Costa County/I-80 travel corridor. The following is a list possible actions (see the Circulation Background Report for more detailed description):

### Possible Roadway Improvements in Pinole (2000 and 2010)

- a. Minor improvements to Pinole Valley Road and Tennent to improve safety and property access but not to encourage through traffic.
- b. Cloverleaf ramp to I-80 at Pinole Valley Road.
- c. Extension of Fitzgerald Drive to the Fitzgerald/Atlas Road Interchange connection.
- d. Widening Appian Way to the City limits.



- e. Adding northbound and southbound left turn pockets and westbound right turn lane within the existing right-of-way at San Pablo Avenue/Tennent.
- f. Traffic signal at Pinole Valley Road/San Pablo Avenue.
- g. Add northbound through lane and westbound right turn lane at San Pablo Avenue/Appian Way.

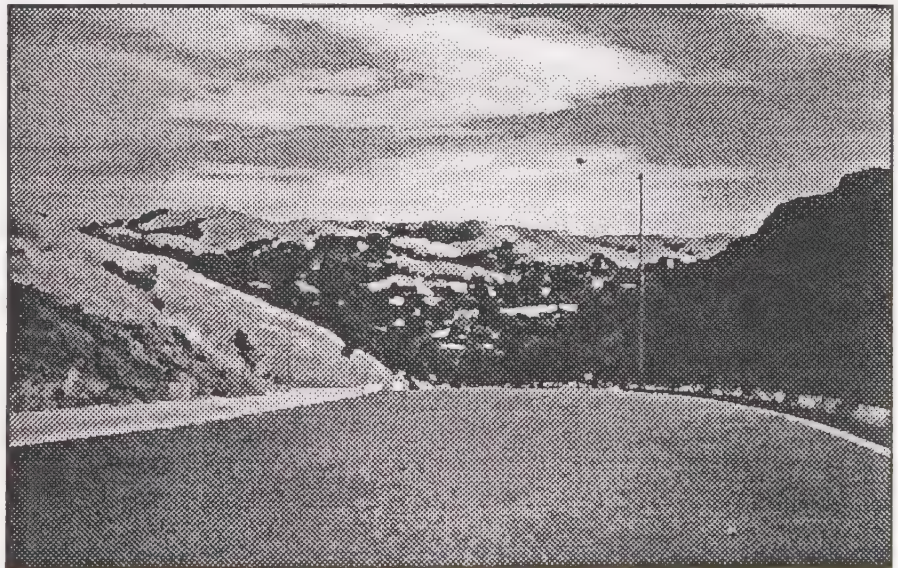
#### **Other Improvements**

- a. Improve the San Pablo Dam Road corridor.
- b. Raise both the Carquinez and Bay Bridge tolls and earmark major funding to I-80 corridor improvements to address major through traffic impacts.
- c. Build BART extension through Hercules as quickly as possible, including extension to Vallejo, through the raising of bridge tolls and other regional or national funding solutions.
- d. Establish commuter rail service on existing rail corridors.
- e. Complete the I-80 Improvement Project.
- f. Complete the State Route 4 Improvement Project.
- g. Complete the Richmond Parkway and the Atlas Road Interchange Improvement Project.
- h. Improve existing transit service.

CIP-6 **TDM Ordinance.** Implement the City's adopted TDM Ordinance.

CIP-7 **Traffic Studies.** Require site-specific traffic studies for development projects where there may be a substantial impact on the local street system. The City will evaluate traffic impacts and funding of improvements prior to annexation of unincorporated areas.

CIP-8 **Regional Traffic Impacts.** Require an analysis of traffic impacts on all regional routes and signalized intersections of basic routes, for all projects anticipated to generate over 100 peak-hour vehicle trips. Submit



environmental assessments for projects with more than 100 peak-hour trips to regional jurisdictions for review. Traffic analysis is to be performed in accordance with CCTA project review standards and methods.



- CIP-9      **Transportation Mitigation.** Require transportation-related mitigation attributable to a specific development when identified through required traffic analyses or the West County Travel Forecasting Model in order to maintain acceptable level of service standards.
- CIP-10     **CIP (Roadway Improvements).** Include capital projects in Pinole's Seven-Year Capital Improvement Program (CIP) which are necessary to maintain and improve traffic operations on Basic Routes, and prioritize roadway improvements in the CIP correlated with the distribution and pace of development, and to reflect the degree and need for mitigation.
- CIP-11     **City Street Improvements.** Possible City street improvements, other than those required as a result of project-specific traffic analysis, may include:
- Regional Improvements (2000 and 2010)**
- a.      Minor improvements to Pinole Valley Road and Tennent to improve safety and property access but not to encourage through traffic.
  - b.      Cloverleaf ramp to I-80 at Pinole Valley Road.
  - c.      Fitzgerald/Atlas Road Interchange connection.
  - d.      Widening Appian Way from I-80 south to the City limits.
  - e.      Providing a left turn stacking lane at San Pablo Avenue/Tennent.
  - f.      Installing metering lights on freeway ramps.
- Additional Improvements**
- a.      Construct traffic signal at I-80 eastbound ramp/Pinole Valley Road.
  - b.      Construct traffic signal at San Pablo Avenue/Pinole Valley Road (access to the Pinole Senior Center).
  - c.      Synchronize traffic signals along San Pablo Avenue.
  - d.      Construct traffic signal at Shea Drive/Pinole Valley Road.
  - e.      Install traffic signal pre-empt systems.
- CIP-12     **Traffic Levels.** Regularly monitor traffic levels and intersection capacity to update base data and respond to changing conditions.
- CIP-13     **Downtown Traffic Study.** Evaluate traffic conditions and possible improvements for the downtown, and implement measures as appropriate.
- CIP-14     **City, Street and Highway Signage.** Establish a street and highway signage program to increase driver familiarity with the area to direct traffic to appropriate streets and coordinate with CalTrans on appropriate I-80 signage.
- CIP-15     **Local Shuttle Bus.** Consider a pilot program for a local shuttle bus, especially for seniors, travelling at regular intervals throughout the City.
- CIP-16     **Coordinate with Transit Providers.** Coordinate with transit providers and advocate changes in transit service based on periodic evaluation of transit needs developed through the West County Action Plan.



- CIP-17 **BART Alignment Study.** Continue to participate in the Bay Area Rapid Transit District (BART) West Contra Costa Extension Alignment Study discussions concerning the alignment of BART and location of stations.
- CIP-18 **Regional Transportation Impact Fee.** Participate with other jurisdictions in development of the Strategic Plan for funding of major regional projects, including consideration of a regional or sub-regional transportation impact fee.
- CIP-19 **City Transportation Impact Fee.** Review and update the City's existing traffic impact fee to mitigate traffic impacts.
- CIP-20 **Five-Year Street Maintenance Plan.** Update the 5-Year Street Maintenance Plan as needed to address local street maintenance, repair and resurfacing needs.
- CIP-21 **Parking District in Old Town.** Consider the formation of a parking district in Old Town to provide off-site parking.
- CIP-22 **Update Parking Requirements.** Review parking standards, off-site parking, employee parking and parking management as part of the Zoning Ordinance revision following General Plan adoption.
- CIP-23 **Trail Master Plan.** Adopt a trail master plan to be coordinated with the efforts of adjacent jurisdictions including Contra Costa County, the cities of Hercules and Richmond, the East Bay Regional Park District, and East Bay Municipal Utilities District. The plan should assess existing trails to determine specific improvements to enhance the safety of trails, assess the use of trails by persons with disabilities, specify trail and signage standards, and identify trail alignment for pedestrian, bicycle and equestrian use. Consider adoption of the East Bay Regional Park District's standard details for trails.
- CIP-24 **Trails Dedication and Easements.** Require trails dedication and construction as a condition of approval for development consistent with



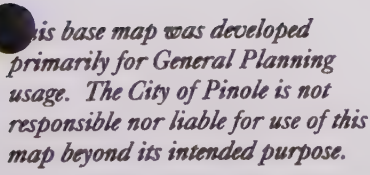


the Trails map (see map GP-9). Encourage individual property owners, through dedication or gift, to grant trails easements when proposed trails cross their land.



- CIP-25 **Trails Acquisition and Development.** Identify long-term funding opportunities for the purchase of rights-of-way or easements for new trails, trails improvements and maintenance; develop a priority list for trails acquisition and development based on funding availability.
- CIP-26 **Emergency Vehicle Access.** Design paths and trails to accommodate emergency vehicles.
- CIP-27 **Bicycle and Pedestrian Safety Education.** Support an educational program on bicycle safety and the safe use of paths and trails.
- CIP-28 **Title 24 Requirements for Trails.** Require all new trails to be designed to comply with Title 24 of the California Administrative Code and with the American Disabilities Act of 1991.
- CIP-29 **Bay Trail.** Actively support completion of the Bay Trail in coordination with Hercules, East Bay Regional Park District and other agencies.
- CIP-30 **City Maintained Trails.** The maintenance of trails owned by the City should be identified as a line item in the City's budget.
- CIP-31 **Dumping of Solid Waste.** Amend the Municipal Code to prohibit dumping of solid waste on or near any trail right-of-way or easement.
- CIP-32 **Sound/Safety Barriers Along Appian Way.** Consider using Redevelopment or Gas Tax funds to erect visually attractive sound/safety barriers along one or both sides of Appian Way from San Pablo Avenue to Tara Hills Drive.













City Limit (extends beyond map into San Pablo Bay)

LEGEND

Existing

Proposed

Existing

Proposed

Existing

Proposed

S

Existing

S

Proposed

base map was developed primarily for General Planning usage. The City of Pinole is not responsible nor liable for use of this map beyond its intended purpose.

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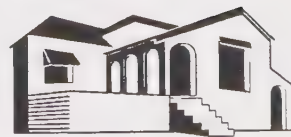
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***Section 6***



**Housing  
Element**







## **Section 6**

# **Housing Element**



### **6.1 Introduction**

All cities in California are required to have a housing element which addresses housing conditions and needs in the community. Pinole's Housing Element is one part of the City's General Plan, which is used as a guide for city planning. The previous Pinole Housing Element was updated in 1991 in compliance with State law.

In 1991, the Housing Element evolved from public review and discussion at public study sessions with the Pinole Planning Commission and City Council of a Working Draft of the Housing Element. City staff and consultants modified the Working Draft and submitted the Draft Housing Element to the Department of Housing and Community Development (HCD) as required by State law. Public hearings were held on the Draft Housing Element before the Pinole Planning Commission and City Council prior its adoption as part of the General Plan.

In compliance with Measure C, the Contra Costa County's voter-approved Transportation Improvement and Growth Management Program, which establishes a process involving all jurisdictions to cooperatively manage the impacts of growth in Contra Costa County, all jurisdictions must have an adopted Housing Element by 1992 that meets the requirements of the State Department of Housing and Community Development (HCD). Pinole's adopted Housing Element continues to comply with that requirement.



The Housing Element's approach to housing issues in Pinole is expressed in four ways. The first is in the form of goals sought by the community. The second, and more specific aspect of the Housing Element, are policy statements. Third are Quantified Objectives, or short-range targets to achieve the goals. The fourth and most dynamic part of the Housing Element are implementing programs, which are specific actions that the City or other identified entities will undertake to address policy issues and move closer to the community's goals. Under each policy is a notation identifying related program actions. The Housing Program section describes these actions in more detail and lists program target dates, as required by State law.

## **6.2 Housing Element Requirements**

Among the mandatory elements which must be in a general plan is a housing element, as described in Government Code §65583.

*"The housing element shall consist of an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, and scheduled programs for the preservation, improvement, and development of housing. The housing element shall identify adequate sites for housing, including rental housing, factory-built housing, and mobilehomes, and shall make adequate provision for the existing and projected needs of all economic segments of the community."*

The California Department of Housing and Community Development (HCD) is responsible for reviewing the housing elements of all cities in California for their compliance with State law requirements embodied in Article 10.6 of the Government Code. When reviewing housing elements, HCD evaluates their effectiveness based on conformance with three broad content requirements of state law:

- (1) Identification and analysis of existing and projected housing needs and an inventory of resources and constraints relevant to meeting those needs.
- (2) A statement of goals, policies and quantified objectives.
- (3) A discussion of scheduled programs for the preservation, improvement and development of housing.

Housing Element law has been amended over the last several years to require analysis of special housing groups to include homeless individuals and families (Chapter 1383, Statutes of 1986). The analysis is required to contain a needs assessment of shelter for the homeless and a program to meet those needs. By 1992, housing elements must also include an analysis and propose programs to preserve assisted housing units that are "at-risk" of having subsidies terminated (Chapter 1451, Statutes of 1989).

In addition, recent legislation (Chapters 1571 and 1572, Statutes of 1988) requires that manufactured housing must be permitted on permanent foundation systems on all single family-zoned lots, so long as the unit is no more than ten years old on the date of application, and meets federal and optional local standards. Section 65852.3 specifies



that local governments may impose architectural requirements on the manufactured home itself which are limited to roof overhang, roofing material and siding material, so long as the requirements do not exceed those required for a conventional home on the same lot. Section 65852.4 was added to specify that a locality may not subject an application to install a



manufactured home to any administrative permit, planning or development process or requirement unless it is identical to those which would be imposed on a conventional home on the same lot.

### **6.3 Housing Background**

The Growth Management Element ties the level of service for fire, police, traffic, water, sewer and parks to the development potential under the Land Use and Economic Development Element. The intent is to plan for adequate services and facilities to accommodate the development potential necessary to achieve the objectives of the Housing Element. The primary obstacle to providing more affordable housing to very low and low income households, however, is the availability of funding to provide units at prices affordable at those income levels. Programs in the Housing Element, including the City's inclusionary requirements, use of Housing Set Aside funds and the actions of the Redevelopment Agency, establish opportunities to address this issue.

While the average income in Pinole is higher than the Bay Area, Pinole has a greater number of low and moderate income households when compared to the rest of the Bay Area, indicating a need for more affordable, smaller housing units. This would also maintain the City's current diversity of family, elderly and single-person households.

Pinole's housing conditions and needs are reflective of many area-wide and nation-wide trends. People are living longer, having fewer children and forming smaller households. Special need groups evaluated as part of the Housing Element include the elderly, female-head of households, large families and the housing needs of the homeless. Additional information on housing conditions is available in the Housing Background Report.

The trend toward smaller households is a nationwide and Bay Area phenomenon due to increasing longevity, more divorces, lower birth rate, more single-parent households



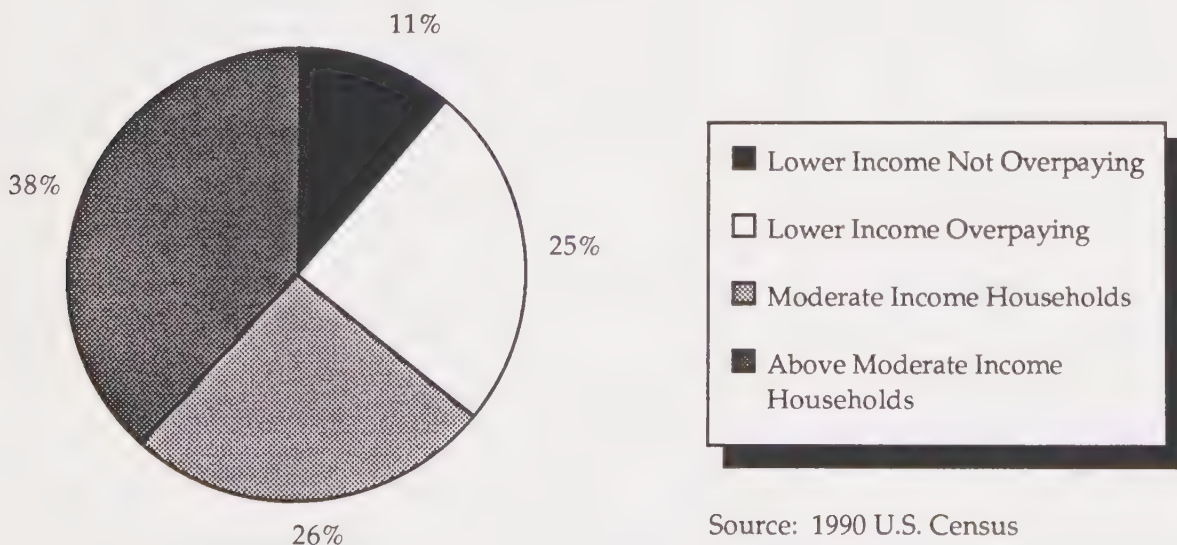
(especially those with a female head of household), more elderly households, and more people living alone. The average household size in the entire West County area decreased from 3.04 persons in 1970, to 2.63 persons in 1980, to an estimated 2.54 persons in 1990.

Over the 1980-1990 time period the population in the City of Pinole increased almost 23%, from 14,253 in 1980 to 17,460 as of January, 1990 (a 3,207 person increase). During the same time the number of housing units increased over 25%, from 5,025 in 1980 to 6,301 as of January, 1990 (a 1,276 unit increase). Part of the reason for the greater increase in housing units over population is that the average household size in Pinole has declined from 2.91 persons per household in 1980 to an estimated 2.76 persons per household in January, 1990. This trend is expected to continue. More information on housing, population and jobs projections is included in the Land Use and Economic Development Element.

#### *Housing Prices and Rents*

The average sales price of a home in Pinole in 1989 was \$143,672 according to the Contra Costa County Board of Realtors. Of the total 5,680 households in Pinole in 1989, only 2,100 (37%) had an annual income of over \$49,476, which is sufficient to qualify for the average home. Higher construction and land costs and the price of existing housing has increased the ultimate price of housing out of proportion to many people's ability to pay for a unit. The number of lower income households "overpaying" for housing in Pinole in 1990 numbered 1,515 households, or 69% of all lower income households. As shown below, almost one-quarter of the City's 1990 households were considered lower income households overpaying for housing.

**Income Distribution of Pinole Households (1990)**



#### *Types of Housing*

Almost 86% of the homes in Pinole are single family, which is a high percentage when compared to the County as a whole or the West County area. By comparison, 72% of the



homes in the West County area are single family, 12% are 2-4 unit structures, 15% are in structures of 5 or more units, and 2% are mobilehomes. The majority of the units added in Pinole between 1980 and 1990 were single family homes - having accounted for 82% of the units added.



#### *Age of Housing*

Almost all of Pinole's housing is less than forty years old. A "windshield" survey of housing conditions in Pinole was conducted in 1991 as part of the Housing Element update. The survey evaluated both major structural components (such as foundation, walls, and roof) and other components (chimney, doors, windows, porches, stairs, and gutters) and grouped buildings into categories as either good, fair or poor. "Good" buildings are basically sound; "Fair" buildings are in need of rehabilitation, but with relatively minor repairs could be restored to a standard condition; and "Poor" buildings are so structurally unsound that they create a health and safety hazard and visual eyesore.

In general, housing in Pinole is in good condition, consistent with its age and upkeep. The exceptions are scattered homes and few areas adjacent to Old Town. Out of 6,300 housing units surveyed in the City, 57 were identified as being in "fair" condition and 22 were in "poor" condition and needed major rehabilitation or replacement. Four-fifths of the units in "fair" or "poor" condition were located west of I-80.

#### *Housing Tenure and Vacancies*

Since 1980, the proportion of owner-occupied housing units in Pinole has not changed. Over three-quarters of the occupied housing units in Pinole are owner-occupied as compared to rented. Vacancy rates provide a quantifiable measurement of housing demand. The rule of thumb is that a 4.5% to 5.0% vacancy rate indicates a good balance of supply and demand in the housing market. The vacancy rate in the City was



estimated at 3.13% in January, 1990, which was the second lowest of West Contra Costa County cities. The estimated countywide vacancy rate for 1990 was 3.21%.

Overcrowded households, or those households with more than 1.00 persons per room, amounted to 97 households in 1980, or 1.98% of all households in the City at that time. By applying that same percentage to current households, it is estimated that there were 121 households (90 renters; 31 owners) as of January, 1990. Larger households, with 5 or more persons comprise 12% of all households. Overcrowding and discrimination are more likely to occur when the rental vacancy is very low because property owners are can be very selective about renter selection. Discrimination is difficult to quantify, although it is most likely to occur against families with children or on the basis of race. The City of Pinole's Community Development Department is the currently designated department to provide housing information and referral services regarding fair housing laws.

#### *ABAG Housing Needs Determinations*

The Association of Bay Area Governments (ABAG) has produced housing need figures for Pinole from 1988 to 1995 for various types of housing and income groups, as they are required to do for every city and county in the Bay Area - housing needs determinations are required by State Law (AB 2853). ABAG's determination of the local share of the regional housing need takes into consideration the following factors: market demand for housing; employment opportunities; availability of suitable sites and public facilities; commuting patterns; and the type and tenure of housing. ABAG's intent with respect to household income distribution in Pinole has been to maintain the 1980 distribution of very low, low, moderate and above moderate income households. The City reviewed the need figures in 1988 and found them generally consistent with the development potential under the 1978 General Plan.

#### **Pinole's ABAG Housing Needs Determinations (1988-1995)**

Amount	Very Low Income	Low Income	Moderate Income	Above Moderate	Total Projected Need
Number	146	108	161	354	769
Percent	19%	14%	21%	46%	100%
Percent of Total Contra Costa County Need	2%	2%	2%	2%	2%
Source: ABAG Housing Needs Determinations (1989)					

A total of 757 units were issued building permits between January, 1988 and September, 1990 and an additional 77 units were approved; for a total of 834 units in the City - compared to ABAG's total need of 769 units for the 1988-1995 time period for the Pinole



Planning Area. Projects which have provided moderate income housing units include Willowbrook (106 units) and Sunnyview Courts (38 units). The implementing actions in the Housing Element are intended to address the remaining low and moderate income housing requirement.

There are 36 acres designated with the potential for between 252-864 multiple family units. Of that number, 27.07 acres and the potential for up to 592 units would be within the City's Redevelopment Area (with at least 15% of the units - 89 units - at prices affordable to lower and moderate income households as required by Policy H4.6). The Housing Set Aside (\$6,445,584) projected over the next five years will also contribute to the City's ability to address remaining needs for very low and low income households. Other affordable housing programs include second units (30 units), Contra Costa County Home Mortgage Financing Program (50 units), Mixed Use units (35 units) and the Senior Housing Project (75 units). The table below compares the ABAG Housing Needs Determinations with the units expected based on recent construction activity and Housing Element programs:

**Summary of Housing Element Programs Compared to Housing Needs**

Category	Very Low Income	Low Income	Moderate Income	Above Moderate	Total
ABAG Need	146	108	161	354	769
Units Built or Approved 1988-1991	1	0	156	700	857
1991 Housing Element Programs Total	65	65	180	200	510
• HIP-17(CCC Home Mortgage Financing)	0	0	50	0	50
• HIP-12 (Mixed Use Incentives)	0	0	35	0	35
• HIP-18 (Affordable Housing Incentives)	30	30	30	0	90
• HIP-19 (Second Unit Ordinance)	10	10	10	0	30
• HIP-22(Old Town and San Pablo Avenue)	25	25	55	30	135
• HIP-4(New Housing Construction)	0	0	0	170	170
Total for the 1988-1995 Time Period	66	65	336	900	1,367
Remaining Need*	80	43	-175	-546	-598
Percent of ABAG Need Met	45%	60%	209%	254%	178%

\*Housing Element programs and remaining need will be addressed through programs funded under the Redevelopment Housing Set Aside Fund (1991-96 total available is \$6,445,584).

Source: City of Pinole Community Development Department, 1991



In addition, lower priced market rents are affordable to moderate income households. Therefore, any market rate rental project has the potential to help meet the City's need for moderate income housing. Over 100 new rental units have been built or approved in Rafaela Apartments, Carone Apartments, Fifth Avenue Apartments, Estates Avenue Apartments and Laurel Street Apartments. In addition, a significant number of townhome and condominium units are rented at prices affordable to moderate income households. According to the 1990 Census, 12% of single family homes are rented, 86.7% of multi-family units (2-4 units in a building) are rented, and 90.2% of multi-family units (5 or more units in a building) are rented. Thus, even though a particular site is built for "ownership" housing, there will be a significant number of rental units which would be available at moderate income-affordable prices. Also, market rate, low end units are currently being built and sold to moderate income households, with no subsidy required.



The conclusions of this analysis are that the City has adequate sites to meet ABAG's 1988-1995 Housing Needs Determinations for all income levels in Pinole, including sufficient sites zoned at higher densities and with adequate services and utilities to allow higher density, more affordable housing to be developed to meet the City's very low, low and moderate income need. The remaining need is for 271 very low, low and moderate income units and the City has capacity for approximately 280 units specifically at these price levels (as described above). Further, at least 15% of the over 500 market rate units (75 units) can be expected to be affordable to moderate income households.

Most of the vacant or redevelopable sites that are designated on the General Plan for single family or multiple family use within the Pinole Planning Area are infill lots of 3.5 acres or less. These lots have in-place most of the necessary infrastructure to be developed and are within the existing service areas of the City's Police and Fire Departments.



### *Senior Housing*

Pinole has historically had a lower percentage of seniors than the County as a whole. Projections show that the County's senior population is expected to increase significantly by the year 2000. Historically, elderly households are smaller. The average senior unit in the Bay Area houses 1.2 persons (Haran Hall Limited) as compared to the current average household size in Pinole of 2.78. The increasing longevity of people and the increasing number of seniors in the population in Contra Costa County and Pinole will create some additional need for affordable housing and specialized housing for older residents.

### *Female-Head of Household*

Since 1970, the number of households headed by women has increased significantly. In 1980, almost 19% of the City's households were headed by women (937 of 4,897; an estimated 1,160 in 1990). Of those, 38% lived alone and 41% were single mothers with children under 18 years of age. Significantly, almost 17% of all households with children

were headed by a single mother in 1980.



Women in the housing market, especially the elderly, low- and moderate-income and single-parents, face significant difficulties finding housing. There is also a need for specialized services to assist women, such as transportation for the elderly or child care for working mothers with young children.

### *Housing for the Physically Disabled*

Based on available data, it is estimated that about 5% of the new units constructed in the City should be available for the physically disabled (estimated 305 households). Several considerations related to housing for physically disabled people include: (1) Flat sites where curb cuts and building access can be provided are ideal locations for the physically disabled; (2) as the proportion of seniors in the City's population increases, handicapped accessible housing will become even more needed; and (3) consideration should be routinely given to handicapped dwelling conversion (or adaptability) in new construction.

### *Family Housing*

Family housing encompasses a wide range of housing need. These needs include female-headed households (discussed previously), single persons, married couples, large families (with five or more persons), families with children and non-family households. It has generally been the policy of the City to maintain a balance of households and to meet the housing needs of its diverse population. The City has recognized in its General Plan the need to encourage affordable family housing to maintain the diversity that exists in Pinole. Family housing, especially for low- and



moderate-income families, is a need in Pinole. Specific needs include young adults and single parents, who generally have lower earnings which can exclude them from the housing market.

#### *Housing Needs of Farmworkers*

State law requires that housing elements evaluate the needs of farmworker housing in the local



jurisdiction. The general conclusion of the ABAG Housing Needs Determinations study in 1988 is that there is no regional need for additional farmworker housing in the Bay Area. In Pinole, the 1980 U.S. Census showed that 95 Pinole residents were employed in farming occupations. This low number and the fact that many of these people are employed in wholesale and horticulture businesses indicate that there are no localized needs for seasonal or other types of farmworker housing.

#### *Homeless Individuals and Families*

Housing elements are required to address the needs of homeless people. Estimates vary as to the number of homeless persons in Contra Costa County. Contra Costa County in its "1990 Comprehensive Homeless Assistance Plan (CHAP)" estimates that there may be as many as 5,000 homeless over the course of a year in the County, including more than 3,000 in families - of which 2,000 are children. Conversations with the Pinole Police Department indicate that there are two or more homeless individuals in Pinole. There are no facilities to house the homeless in Pinole.

The CHAP identifies a total of 669 emergency shelter, transitional housing and permanent housing beds for homeless persons in West County, most of which are located in the City of Richmond. Estimates vary considerably as to the number of homeless persons in West County. However, the overall conclusion of a number of studies is that there is a short-fall in beds available. Because Pinole is a small city without a large homeless population and few services for this population, it is possible that the City could provide financial support from the Housing Set Aside Fund for this new shelter and other facilities or service providers in the area. This discussion also points out the importance of rental assistance programs and other programs that provide support and financial assistance for "at risk" households who may become homeless.



### *Potential Market Constraints to Housing*

Vacant land within the City of Pinole is limited. Since the demand for housing in the City is very high (vacancy rate at 3.13% as of January, 1990), the value of potential residential land is increasing and has become a substantial factor in the cost of providing housing. Major contributors to the cost of land are the amount of land available and the density of residential use allowed. In addition, cost is affected by other factors such as location, buildability, availability of community services, attractiveness of the neighborhood and any restrictions on development.

The cost of constructing housing has also risen significantly in recent years. According to Bank of America, the typical cost to build an average quality wood frame single family detached home ranged from \$95 to \$110 per square foot in 1990. In Contra Costa County this cost can go up to \$200 per square foot for more expensive custom-built homes. Construction costs for an average multiple family unit are generally about 20-25% less per square foot. In response to high housing costs, some lenders were providing mortgages of 95% of the value of the house in 1989, a significantly higher percentage than normally allowed (80%).” The City also has joint agreements with Contra Costa County for the administration of Community Development Block Grant, Mortgage Credit Certificate and Mortgage Revenue Bond Financing programs. Pinole has participated in the Home Financing programs.

### *Potential Governmental Constraints*

Like all local jurisdictions, the City of Pinole has a number of procedures and regulations it requires any developer to follow, and fees to pay (more information on potential governmental constraints is provided in the Housing Background Report). A project proposed in Pinole is typically involved in some combination of the following review processes: environmental review, use permit, building permit, subdivision map, and rezoning. The costs of processing are the result of State requirements, local procedures, the quality of project submittals and local resident review and do not represent a constraint to affordable housing construction. In Pinole, many permits are processed concurrently at the discretion of the applicant.

### *Opportunities for Energy Conservation*

Affordable energy is an essential component of affordable housing. Houses built after 1975 use about half as much energy as homes built before then because of California energy conservation standards. Minimizing energy used for space and water heating as well as air conditioning can significantly increase the affordability of housing. Most residential structures can be retrofitted with conservation measures that provide nearly the energy savings achieved in recent new construction. Many can also be retrofitted with passive design measures, such as the addition of a solarium or south-facing windows in conjunction with a heat storage mass. Program HIP-6 proposes ways to publicize available energy conservation programs.



## 6.4 Housing Goals

- H1 **HOUSING DESIGN.** Encourage the development of housing which protects the existing "semi-rural" character of Pinole through good design.
- H2 **ADEQUATE SERVICES AND FACILITIES.** Provide adequate services and facilities to meet the needs of the city's current and future population.
- H3 **EXISTING HOUSING AND COMMUNITY HERITAGE.** Protect and conserve existing housing and community heritage.
- H4 **HOUSING NEEDS.** Within the overriding context of maintaining existing community character and providing adequate services and facilities, maintain the current social diversity that exists in pinole by providing a mix of housing types and prices that meet the City's Fair Share of Regional Housing Need.

## 6.5 Housing Policies

**GOAL H1 HOUSING DESIGN. ENCOURAGE THE DEVELOPMENT OF HOUSING WHICH PROTECTS THE EXISTING "SEMI-RURAL" CHARACTER OF PINOLE THROUGH GOOD DESIGN.**

- H1.1 **Preserve the Character of Pinole.** Preserve the natural, open image and character of Pinole as much as possible given the community's ability to control or influence patterns of development.

Primary Implementing Programs	
HIP-1	Fair Share Housing
HIP-3	Open Space Contributions (Housing)
LUIP-12	Design Review Guidelines and Procedures
LUIP-37	MonTaraBay Annexation Implementation

- H1.2 **Plan for the Future.** Provide a guide for municipal decision-making and anticipate how these decisions will effect the quantity and quality of housing available in Pinole.

Primary Implementing Programs	
HIP-1	Fair Share Housing
HIP-2	Housing Element Update
LUIP-1	General Plan Land Uses
LUIP-2	Pinole Zoning Ordinance
LUIP-12	Design Review Guidelines and Procedures
LUIP-37	MonTaraBay Annexation Implementation



H1.3

**Preserve Residential Neighborhoods.** Preserve the quality and identities of residential neighborhoods.

Primary Implementing Programs	
HIP-1	Fair Share Housing
HIP-3	Open Space Contributions (Housing)
LUIP-20	Neighborhood Meetings
LUIP-1	General Plan Land Uses
LUIP-2	Pinole Zoning Ordinance
LUIP-3	Grading and Subdivision Ordinances
LUIP-12	Design Review Guidelines and Procedures

H1.4

**Address Safety Concerns.** Continue review of residential development, especially in areas of seismic, geologic, slope stability, flooding concern or proximity to underground pipelines.

Primary Implementing Programs	
HIP-1	Fair Share Housing
LUIP-1	General Plan Land Uses
LUIP-2	Pinole Zoning Ordinance
LUIP-3	Grading and Subdivision Ordinances
HSIP-5	Pipeline Safety Ordinance

H1.5

**Require High Quality Design.** Define and implement design controls for development which respond to the community's preservation, image, and open space goals. The following are specific design policies:

- a. New residential development should be required to retain the natural resources and beauty around them wherever possible.
- b. The integrity of the slopes and hilltops should be retained, and projects should build in hazard reduction features.
- c. The development density of three to seven units per acre in areas designated for single family residential, and other land use and open space recommendations of the Redevelopment Project's Urban Design and Development Plan should be adhered to.
- d. Residential development should be properly located to respect the natural features and contours of the landscape.
- e. Design Review should be improved to include provisions for regulating the design of proposed projects on the basis of the existing characteristics of the area around them. A design direction desired



for each area should be established to enable a person building in a particular location to know the desired design criteria in advance.

Primary Implementing Programs	
HIP-1	Fair Share Housing
HIP-3	Open Space Contributions (Housing)
HIP-4	New Housing Construction
LUIP-20	Neighborhood Meetings
LUIP-1	General Plan Land Uses
LUIP-2	Pinole Zoning Ordinance
LUIP-3	Grading and Subdivision Ordinances
LUIP-12	Design Review Guidelines and Procedures
LUIP-37	MonTaraBay Annexation Implementation

- H1.6 **Maintain Active City Leadership.** Provide an active leadership role in helping to attain the objectives of the City's Housing Element by following through on the actions prescribed in the Housing Element in a timely manner and monitoring progress annually.

Primary Implementing Programs	
HIP-1	Fair Share Housing
HIP-2	Housing Element Update
LUIP-1	General Plan Land Uses
LUIP-2	Pinole Zoning Ordinance
LUIP-3	Grading and Subdivision Ordinances
LUIP-37	MonTaraBay Annexation Implementation

- H1.7 **Assure Public Participation.** Encourage and support public participation in the formulation and review of City housing policy, including encouraging neighborhood level planning and working with community groups.

Primary Implementing Programs	
HIP-1	Fair Share Housing
HIP-2	Housing Element Update
LUIP-1	General Plan Land Uses
LUIP-2	Pinole Zoning Ordinance
LUIP-3	Grading and Subdivision Ordinances
LUIP-20	Neighborhood Meetings



**GOAL H2 ADEQUATE SERVICES AND FACILITIES. PROVIDE ADEQUATE SERVICES AND FACILITIES TO MEET THE NEEDS OF THE CITY'S CURRENT AND FUTURE POPULATION.**

- H2.1 Plan for Public Facility and Service Needs.** Future development shall be planned based on public facility and service capacity, community-wide needs, sound Citywide and neighborhood planning and public improvement programming.

Primary Implementing Programs	
HIP-1	Fair Share Housing
LUIP-1	General Plan Land Uses
LUIP-2	Pinole Zoning Ordinance
LUIP-3	Grading and Subdivision Ordinances
LUIP-37	MonTaraBay Annexation Implementation
GMIP-1	Measure C and Growth Management Initiatives
CIP-5	West County Action Plan

- H2.2 Justify Housing Development Economically from the Standpoint of the City.** Promote the development of new housing only when it is in harmony with the natural environment and justified economically from the standpoint of the City's ability to provide services.

Primary Implementing Programs	
HIP-1	Fair Share Housing
HIP-3	Open Space Contributions (Housing)
LUIP-37	MonTaraBay Annexation Implementation
HIP-4	New Housing Construction
GMIP-1	Measure C and Growth Management Initiatives
LUIP-8	Comprehensive Fee Study
LUIP-9	Revenue Generation Study

- H2.3 Require Future Development to be Self-Supporting.** Define and implement a strategy which will require future development to be self-supporting in the services, capital improvements and amenities it requires.

Primary Implementing Programs	
HIP-1	Fair Share Housing
HIP-4	New Housing Construction
GMIP-1	Measure C and Growth Management Initiatives
LUIP-8	Comprehensive Fee Study
LUIP-9	Revenue Generation Study



**H2.4 Provide Adequate Transportation Facilities and Services.** Provide adequate transportation alternatives which improve accessibility of residential neighborhoods to the community and beyond, while maintaining neighborhood integrity. The following are specific policies to reduce traffic on residential streets and improve available transportation alternatives:

- a. Through-traffic should be discouraged as much as possible from residential streets.
- b. New commercial development should only be planned around the use of certain arterial corridors.
- c. Children, parents and senior citizens should be within walking distance of bus stops, schools and shops.
- d. Commuters should be able to easily reach the BART feeder system and hours should be increased to correspond to need.
- e. A shuttle bus, especially for seniors, at regular intervals throughout the City as well as hiking and biking trails would be desirable.
- f. Maintenance of AC Transit and WestCat services.
- g. Measure C participation.
- h. Review of BART station location.

Primary Implementing Programs	
HIP-1	Fair Share Housing
GMIP-1	Measure C and Growth Management Initiatives
CIP-5	West County Action Plan
LUIP-8	Comprehensive Fee Study

**H2.5 Provide Other Needed Services.** Provide convenient and pleasant recreational, civic, and commercial facilities to support the residential qualities of Pinole, including:

- a. Through redevelopment, additional commercial development will be generated and some of the burden of supporting public services can be shifted from increased dependency on the property taxes to revenue from sales taxes generated by regionally-drawn new businesses.
- b. The City should continue to operate in the most efficient and cost-effective ways to provide the services the community needs and wants, while holding the line on unnecessary expenditures.
- c. Provide specific residential recreational and park standards in an updated Open Space Element.



### Primary Implementing Programs

HIP-1	Fair Share Housing
HIP-3	Open Space Contributions (Housing)
LUIP-37	MonTaraBay Annexation Implementation
GMIP-1	Measure C and Growth Management Initiatives
LUIP-8	Comprehensive Fee Study
LUIP-9	Revenue Generation Study
HIP-13	Redevelopment Agency (Housing)

## GOAL H3 EXISTING HOUSING AND COMMUNITY HERITAGE. PROTECT AND CONSERVE EXISTING HOUSING AND COMMUNITY HERITAGE.

- H3.1 Maintain Existing Housing and Neighborhood Amenities.** Maintain the lifestyle characteristics of Pinole by encouraging the maintenance of existing housing stock and preserving the amenities of existing neighborhoods for family living.

### Primary Implementing Programs

HIP-1	Fair Share Housing
HIP-5	Rehabilitation Loan Programs and Fair Housing Laws
HIP-13	Redevelopment Agency (Housing)
LUIP-1	General Plan Land Uses
LUIP-2	Pinole Zoning Ordinance
LUIP-3	Grading and Subdivision Ordinances
LUIP-6	Code Enforcement Program
LUIP-12	Design Review Guidelines and Procedures
GMIP-1	Measure C and Growth Management Initiatives
CIP-5	West County Action Plan
LUIP-19	Neighborhood Mediation

- H3.2 Maintain High Standards of Residential Quality.** Maintain high standards of quality for all residential development.

### Primary Implementing Programs

HIP-1	Fair Share Housing
LUIP-6	Code Enforcement Program
LUIP-12	Design Review Guidelines and Procedures



- H3.3 **Promote Energy Conservation.** Promote energy conserving devices and construction practices.

Primary Implementing Programs	
HIP-6	Energy Conservation

- H3.4 **Encourage Housing Rehabilitation.** Encourage the maintenance and upgrading of existing housing stock and rehabilitation of those units which are deteriorating or dilapidated.

Primary Implementing Programs	
HIP-5	Rehabilitation Loan Programs and Fair Housing Laws
HIP-6	Energy Conservation
HIP-13	Redevelopment Agency (Housing)
HIP-15	Housing Set Aside Fund
LUIP-6	Code Enforcement Program
LUIP-16	Historic Building Receiving Area

- H3.5 **Protect the Community's Historic Heritage.** Protect housing of historic value.

Primary Implementing Programs	
HIP-1	Fair Share Housing
HIP-5	Rehabilitation Loan Programs and Fair Housing Laws
HIP-13	Redevelopment Agency (Housing)
HIP-15	Housing Set Aside Fund
HIP-22	Old Town and San Pablo Avenue Housing
LUIP-1	General Plan Land Uses
LUIP-2	Pinole Zoning Ordinance
LUIP-3	Grading and Subdivision Ordinances
LUIP-15	Historic Preservation Ordinance
LUIP-16	Historic Building Receiving Area

- H3.6 **Provide Equal Housing Opportunities.** Encourage the provision of adequate housing for all persons regardless of income, age, sex, race, or ethnic background.

Primary Implementing Programs	
HIP-8	Prevention of Housing Discrimination



**GOAL H4 HOUSING NEEDS.** WITHIN THE OVERRIDING CONTEXT OF MAINTAINING EXISTING COMMUNITY CHARACTER AND PROVIDING ADEQUATE SERVICES AND FACILITIES, MAINTAIN THE CURRENT SOCIAL DIVERSITY THAT EXISTS IN PINOLE BY PROVIDING A MIX OF HOUSING TYPES AND PRICES THAT MEET THE CITY'S FAIR SHARE OF REGIONAL HOUSING NEED.

**H4.1 Provide a Choice of Housing.** Encourage the provision of housing selection, by location, type, price, and tenure, and promote open and free choice of housing for all.

Primary Implementing Programs	
HIP-12	Mixed Use Housing Incentives
HIP-13	Redevelopment Agency (Housing)
HIP-15	Housing Set Aside Fund
HIP-16	Accessible Units for the Physically Disabled
HIP-17	Home Mortgage Finance Program
HIP-18	Affordable Housing Incentives and Regulations
HIP-19	Second Unit Ordinance
HIP-22	Old Town and San Pablo Avenue Housing
HIP-24	Rental Housing Assistance

**H4.2 Address Affordability Needs in the Community.** Support methods of maintaining and expanding housing opportunities for the elderly, young, and others who need less costly housing, while retaining the existing standards of quality.

Primary Implementing Programs	
HIP-1	Fair Share Housing
HIP-9	BMR Resale Regulations
HIP-10	BMR Rental Regulations
HIP-12	Mixed Use Housing Incentives
HIP-13	Redevelopment Agency (Housing)
HIP-15	Housing Set Aside Fund
HIP-16	Accessible Units for the Physically Disabled
HIP-17	Home Mortgage Finance Program
HIP-18	Affordable Housing Incentives and Regulations
HIP-19	Second Unit Ordinance
HIP-21	Community Development Block Grant Program
HIP-22	Old Town and San Pablo Avenue Housing
HIP-24	Rental Housing Assistance
LUIP-1	General Plan Land Uses
LUIP-12	Design Review Guidelines and Procedures
LUIP-6	Code Enforcement Program



- H4.3 **Utilize the Redevelopment Agency.** Promote residential opportunities in the redevelopment area, where appropriate, through the unique powers of the Redevelopment Agency.

Primary Implementing Programs	
HIP-13	Redevelopment Agency (Housing)
HIP-15	Housing Set Aside Fund
HIP-20	Repayment of Deferred Housing Set Aside Funds

- H4.4 **Encourage Mixed Use.** Encourage development of residential uses in existing commercial areas where the viability of the area will not be adversely affected and the site or area will be enhanced by linking workers to jobs, users to commercial services and providing shared use of the site or area.

Primary Implementing Programs	
HIP-1	Fair Share Housing
HIP-12	Mixed Use Housing Incentives
HIP-22	Old Town and San Pablo Avenue Housing
LUIP-1	General Plan Land Uses
LUIP-2	Pinole Zoning Ordinance
LUIP-3	Grading and Subdivision Ordinances
LUIP-12	Design Review Guidelines and Procedures

- H4.5 **Require Quality Affordable Housing.** Encourage new affordable housing that is of quality construction and design to meet local demographic needs and to complement existing neighborhoods.

Primary Implementing Programs	
HIP-1	Fair Share Housing
HIP-12	Mixed Use Housing Incentives
HIP-14	Technical Assistance to Non-Profit Groups
HIP-15	Housing Set Aside Fund
HIP-22	Old Town and San Pablo Avenue Housing
LUIP-1	General Plan Land Uses
LUIP-2	Pinole Zoning Ordinance
LUIP-3	Grading and Subdivision Ordinances
LUIP-6	Code Enforcement Program
LUIP-12	Design Review Guidelines and Procedures

- H4.6 **Require Below Market Rate (BMR) Housing in Market Rate Residential Projects Located in the Redevelopment Area.** Residential projects located in the Redevelopment Project Area shall be required to provide at least 15% of



their units affordable to moderate income households below 120% of median income for at least the life of the project area. Below Market Rate units should be of a similar mix and type to that of the project as a whole and dispersed throughout the project. The City's primary intent is the construction of units on-site. If this is not practical, the City will allow other alternatives of equal value, such as in-lieu fees, construction of units off-site, donation of a portion of the property for future non-profit housing development, etc.

Primary Implementing Programs	
HIP-9	BMR Resale Regulations
HIP-10	BMR Rental Regulations
HIP-11	BMR Eligibility Guidelines
HIP-13	Redevelopment Agency (Housing)
HIP-15	Housing Set Aside Fund
HIP-18	Affordable Housing Incentives and Regulations

- H4.7 Require Resale Controls on Owner-Occupied Below Market Rate (BMR) Units.** Require resale controls on owner-occupied BMR units to insure that affordable units provided through public assistance or public action are retained for 40 years or more as affordable housing.

Primary Implementing Programs	
HIP-9	BMR Resale Regulations
HIP-11	BMR Eligibility Guidelines

- H4.8 Require Rent and Income Restrictions on Rental Below Market Rate (BMR) Units.** Require rent and income restrictions on rental BMR units to insure that affordable units provided through public assistance or public action are retained for 40 years or more as affordable housing and that only qualified renters occupy the units.

Primary Implementing Programs	
HIP-10	BMR Rental Regulations
HIP-11	BMR Eligibility Guidelines

- H4.9 Establish Below Market Rate (BMR) Housing Eligibility Priorities.** In order to meet a portion of the City's local housing need, consistent with Association of Bay Area Governments (ABAG) Housing Need Determinations, and as a traffic mitigation measure, the City will, to the extent consistent with applicable law, consider offering priority for the BMR units in a project for City residents, City employees, people working in the



City of Pinole and people living or working in West County.

Primary Implementing Programs	
HIP-11	BMR Eligibility Guidelines

- H4.10 **Allow Second Units or "Granny" Units.** Allow second units, especially for senior households and single people, consistent with appropriate development, design and parking standards and applicable State law.

Primary Implementing Programs	
HIP-19	Second Unit Ordinance
LUIP-12	Design Review Guidelines and Procedures

- H4.11 **Density Bonuses for Affordable Housing Projects Consistent with State Density Bonus Law.** The City will offer density bonuses of at least 25%, or other incentives, consistent with the State Density Bonus Law (Government Code Section 65915), for project's which include at least: (a) 20% of the units for lower-income households; or (b) 10% of the units for very low income households; or (c) 50% of the units for senior citizens. The Zoning Code will be amended to reflect this change by March of 1992.

Primary Implementing Programs	
HIP-1	Fair Share Housing
LUIP-1	General Plan Land Uses
LUIP-2	Pinole Zoning Ordinance

- H4.12 **Housing for the Homeless.** The City of Pinole recognizes the need for emergency shelter for the homeless and will allow emergency shelters in commercial, industrial and mixed use areas based on the following:

- a. The City will encourage a dispersion of facilities to avoid an overconcentration of shelters for the homeless in any given area. An overconcentration of such facilities may negatively impact the neighborhood in which they are located and interfere with the "normalization process" for clients residing in such facilities.
- b. The City shall encourage positive relations between neighborhoods and providers of permanent or temporary emergency shelters. Providers or sponsors of emergency shelters, transitional housing programs and community care facilities shall be encouraged to establish outreach programs with their neighborhoods.



- c. It is recommended that a staff person from the provider agency be designated as a contact person with the community to review questions or comments from the neighborhood. Outreach programs may also designate a member of the local neighborhood to their Board of Directors. Neighbors of emergency shelters shall be encouraged to provide a neighborly and hospitable environment for such facilities and their residents.
- d. Development standards for emergency shelters for the homeless located in Pinole shall ensure that shelters will be developed in a manner which protects the health, safety and general welfare of nearby residents and businesses, while providing for the needs of a segment of the population as required by State law. Development standards will include consideration of the following:
1. All exterior lighting shall be sufficient to establish a sense of well-being to the pedestrian and one that is sufficient to facilitate recognition of persons at a reasonable distance. Type and placement of lighting shall also be subject to the satisfaction of the Police Department.
  2. Landscaping shall be maintained in healthy and thriving condition consistent with City standards.
  3. The shelter shall provide laundry facilities adequate for the number of residents.
  4. The shelter shall provide shower facilities adequate for the number of residents.
  5. The development shall provide a safe or locked vault for securing money, jewelry. The provider shall manage the safe or vault and maintain an accounting procedure.
  6. The development may provide one or more of the following common facilities for the exclusive use of residents: (a) dining room; (b) recreation room; (c) mini-library; (d) mini-playroom.
- e. The agency or organization operating the shelter shall comply with the following rules and requirements, among others:
1. Staff and services shall be provided to assist residents to obtain permanent shelter and income, and to refer to appropriate social service agencies and organizations as needed. The agency or organization operating the shelter must demonstrate familiarity with available community resources.
  2. All client screening shall be administered by staff at the subject location as well as at other designated locations. Initial client screening shall include an assessment of other social services or health services which may be needed by the client.
  3. All clients shall be given a copy of the rules and regulations to read and agree to prior to admittance into the facility. Clients that are turned away shall be informed that street loitering is prohibited. The provider shall submit a plan which specifies normal admission and check-out times.



## Primary Implementing Programs

HIP-23      Housing for the Homeless

### 6.6 Quantified Housing Objectives

State law requires that the Housing Element include quantified objectives for the maximum number of units that can be rehabilitated, conserved or constructed. The quantified objectives expected to be met through Housing Element programs are estimated based on past program performance, construction trends, land availability and future program funding. Assumptions for specific programs are summarized in the Housing Programs section under each program.

#### Summary of Quantified Objectives (1988-1995)

<b>Very Low Income Units Anticipated to be Conserved</b>	
Below Market Rate units preserved under development agreement	50
Section 8 and Shared Housing Units	25
Energy Conservation	15
<b>Low Income Units Anticipated to be Conserved</b>	
Below Market Rate units preserved under development agreement	50
Section 8 and Shared Housing Units	0
Energy Conservation	15
<b>Moderate and Above Moderate Income Units Anticipated to be Conserved</b>	
Below Market Rate units preserved under development agreement	0
Section 8 and Shared Housing Units	0
Energy Conservation	0
<b>Number of Units to be Rehabilitated through Rehabilitation Programs</b>	
Very Low Income Units	10
Low Income Units	40
Moderate Income Units	10
Above Moderate Income Units	0
<b>Total Number of Units Anticipated to be Constructed (1988-1995)</b>	
ABAG 1988-1995 Total Housing Need	769
Estimated New Units 1988-1995 from Housing Programs	1,367
Percent of 1988-1995 Need Anticipated to be Met by the City	100%+
<b>Very Low Income Units Anticipated to be Constructed (1988-1995)</b>	
ABAG 1988-1995 Very Low Income Housing Need	146
Estimated New Units 1988-1995 from Housing Programs	65
Percent of 1988-1995 Need Anticipated to be Met by the City	45%
<b>Low Income Units Anticipated to be Constructed (1988-1995)</b>	
ABAG 1988-1995 Low Income Housing Need	108
Estimated New Units 1988-1995 from Housing Programs	65
Percent of 1988-1995 Need Anticipated to be Met by the City	60%
<b>Moderate Income Units Anticipated to be Constructed (1988-1995)</b>	
ABAG 1988-1995 Moderate Income Housing Need	161



Estimated New Units 1988-1995 from Housing Programs	336
Percent of 1988-1995 Need Anticipated to be Met by the City	100%+

<b>Above Moderate Income Units Anticipated to be Constructed (1988-1995)</b>	
ABAG 1988-1995 Above Moderate Income Housing Need	354
Estimated New Units 1988-1995 from Housing Programs	900
Percent of 1988-1995 Need Anticipated to be Met by the City	100%+

## 6.7 Housing Programs

- HIP-1 **Fair Share Housing.** The Land Use and Economic Development Element and Zoning Ordinance will be reviewed as needed to ensure that residential land use densities are sufficient to meet the City's regional fair share requirements for housing across the entire income spectrum.

*Target:* Current ongoing Housing and Growth Management Elements.

*Responsible Agency:* Community Development Dept, City Manager and participation by all Departments, City Council and Planning Commission.

- HIP-2 **Housing Element Update.** After adoption of the current Housing Element Draft, the City will revise its Housing Element, consistent with State Law requirements and requirements of Measure C by 1995. The City may also update the Housing Element concurrently with the other elements of General Plan to assure internal consistency and to incorporate significant data as appropriate from the 1990 Census. The Housing Element update will also review the effectiveness of the City's Housing Element, progress in implementation and the appropriateness of goals, objectives and policies.

*Target:* July, 1995.

*Responsible Agency:* Community Development Department.

- HIP-3 **Open Space Contributions (Housing).** Require open space contributions when City funds are used to facilitate housing. Require open space contribution as part of the senior housing project.

*Target:* Ongoing.

*Responsible Agency:* Community Development Department.

- HIP-4 **New Housing Construction.** Review new housing projects (private and non-profit) and encourage those projects which meet the City's housing needs and are consistent with City goals and policies. The City will provide developers with the following incentives, as appropriate to the project: (1) structured development agreements and funding to coincide with other subsidy program funding criteria; (2) technical assistance in structuring the affordable housing program to best fit the needs of the City; and (3) use of tax increment funds, either up-front or over time, to assure that the City's fair share of regional housing need, particularly in the very low and low income categories, can be accommodated for all income groups. The City will



continue to review and process development applications as they are received in a timely manner.

*Target:* ABAG Housing Needs for all income levels for new units between 1988-July, 1995 (assumes total unit target has been met and additional low and moderate income units are needed).

*Responsible Agency:* Private and non-profit developers and the Pinole Redevelopment Agency.

- HIP-5      **Rehabilitation Loan Programs and Fair Housing Laws.** Continue to support rehabilitation loan subsidy programs and provide information on fair housing laws. In cooperation with the Contra Costa County Community Development Department, the City will improve citizen awareness of rehabilitation loan subsidy programs and fair housing laws. Specific actions include: (a) housing pamphlets on the programs available at City Hall; (b) contact with neighborhood groups and associations; (c) posting of notices in specific neighborhoods, as needed; (d) providing special presentations to community groups periodically; and (e) providing public information through articles in the local newspaper and with cable TV public service announcements. The City will also focus building code enforcement tied to the availability of rehabilitation loans for specific areas.

*Targets for these programs include:*

- (1) Residential Rehabilitation Loan Program: 20 low income units rehabilitated between 1988-July, 1995 (assumes that the Pinole Planning Area continues to receive same percentage of the funds);
- (2) Rental Rehabilitation Program: 30 low income rental units rehabilitated between 1988-July, 1995.

*Responsible Agency:* Contra Costa County Community Development Department; Pinole Community Development Department.

- HIP-6      **Energy Conservation.** Support and publicize energy conservation programs which provide assistance for energy conservation improvements. In cooperation with PG&E, the City will promote citizen awareness of energy conservation programs in concert with rehabilitation loan programs (HIP-5).

*Target:* 30 units provided energy conservation improvements under the Home Weatherization Program between 1988-July, 1995 (consistent with recent program achievements of these programs).

*Responsible Agency:* Community Development Dept; PG&E; Building Division.

- HIP-7      **Actions Related to Subsidized BMR Units.** Monitor federally and locally subsidized rental projects and develop methods to maintain the subsidized units at their current affordability levels.

*Target:* 1993.

*Responsible Agency:* Community Development; Redevelopment Agency.



HIP-8 **Prevention of Housing Discrimination.** The City will take all appropriate actions when necessary to prevent discrimination in the housing market. The Community Development Department shall be the responsible City department for referring questions concerning affordable housing and fair housing to appropriate departments or agencies. Staff will distribute fair housing pamphlets provided by agencies and coordinate with other groups.

*Target:* Ongoing.

*Responsible Agency:* Community Development Department.

HIP-9 **BMR Resale Regulations.** Provide resale regulation of low- and moderate-income units and assure that these units remain at an affordable price level. Implement resale controls to assure that units remain affordable to low- and moderate-income households through appropriate provisions to control: (1) appreciation of the units; (2) resale mechanisms; and (3) potential abuses of tenancy requirements.

*Target:* 1992.

*Responsible Agency:* Community Development; Redevelopment Agency.

HIP-10 **BMR Rental Regulations.** Develop rental restrictions for BMR rental projects to assure that these units remain at an affordable price level as they are developed, occupied and turn over to new tenants.

*Target:* 1992.

*Responsible Agency:* Community Development Dept; Redevelopment Agency.

HIP-11 **BMR Eligibility Guidelines.** Develop BMR Eligibility Guidelines based on the BMR eligibility policy (H4.11).

*Target:* Adopt guidelines by 1992.

*Responsible Agency:* Community Development Department.

HIP-12 **Mixed Use Housing Incentives.** Encourage mixed residential-commercial uses in areas consistent with the Land Use Plan once it is updated to increase housing opportunities through the following and other means, if appropriate: (1) increased densities; (2) use of Redevelopment Agency funds; (3) allowances for ground-floor retail; (4) inclusionary requirements; (5) shared parking; and (6) require the identification of specific parts of the master plan for housing. Revise ordinances to accommodate residential uses in appropriate areas.

*Target:* The construction or approval of 35 moderate income units in mixed use areas between 1988-July, 1995 (assumes about 5 mixed use units/year).

*Responsible Agency:* Private developers; Community Development Department; Redevelopment Agency.



HIP-13     **Redevelopment Agency (Housing).** The Redevelopment Agency will use its unique powers to reduce the costs and expedite the construction or rehabilitation of low and moderate income housing through actions such as combining parcels for development, writing down land costs, etc. 20% of the Redevelopment Agency's tax increment will be set aside and used each year for development or rehabilitation of housing affordable to low and moderate income households.

*Target:* Ongoing.

*Responsible Agency:* Redevelopment Agency.

HIP-14     **Technical Assistance to Non-Profit Groups.** The City will provide technical assistance to non-profit groups organized to encourage provision of affordable housing that are consistent with City goals.

*Target:* Ongoing.

*Responsible Agency:* Community Development Dept; Redevelopment Agency.

HIP-15     **Housing Set Aside Fund.** The City will seek funds from public and private sources for the City's Housing Set Aside Fund in addition to the Redevelopment Agency's Housing Set Aside Fund to achieve the City's housing goals. Possible uses of the fund and sources of money to consider for the fund include:

**Possible Uses:**

- a. Senior housing
- b. Land acquisition
- c. Capital improvements
- d. Assistance to non-profit housing sponsors
- e. Development of affordable ownership housing
- f. Replacement of waived or reduced fees
- g. Mixed use housing incentives

**Possible Sources of Funding:**

- a. In-lieu fees collected through BMR program
- b. Redevelopment Agency Housing Set Aside Funds
- c. Community Development Block Grant funds
- d. Tax exempt bond sales
- e. Low Income Tax Credit syndication

*Target:* Ongoing.

*Responsible Agency:* Community Development Department; Redevelopment Agency.

HIP-16     **Accessible Units for the Physically Disabled.** The City will facilitate programs and projects which meet Federal, State and local requirements to provide accessibility for the physically disabled in residential units and will promote affordable accessible housing for the physically disabled. The City



will encourage accessible units in all new projects; additionally, where outside funding is involved, the City will insure compliance with funding agency requirements for units accessible to the physically disabled. The City will provide technical assistance in structuring the accessible units to best fit City needs and any additional program funding criteria.

*Target:* 5% of the units built or approved should be adaptable for the physically disabled.

*Responsible Agency:* Community Development Department; Building Division.

- HIP-17     **Home Mortgage Finance Program.** Encourage project sponsors to apply for available Contra Costa County Home Mortgage Finance Program subsidies for first time homebuyers and other mortgage finance programs, as appropriate, by continuing the cooperative agreement with the County and by providing technical assistance on available programs and supporting data, structuring development agreements and other requirements to match program funding criteria, as appropriate and possible, and leveraging tax increment financing when possible.

*Target:* 50 moderate income units between 1988-July, 1995.

*Responsible Agency:* Community Development Dept; Private Developers.

- HIP-18     **Affordable Housing Incentives and Regulations.** Develop density bonus guidelines and incentives for renter and ownership projects in the Redevelopment Project Area which provide a minimum of 15% of total units affordable to low and moderate income households for 40 years, as defined in policy H4.6. Procedures for defining and monitoring "affordable" rental projects shall be included in this work effort.

*Target:* Construction of 30 very low, 30 low and 30 moderate income units between 1988-July, 1995 (assumes that a portion of the new market rate units anticipated to be constructed between 1988-July, 1995 within the Redevelopment Project Area are below market rate).

*Responsible Agency:* Community Development Department.

- HIP-19     **Second Unit Ordinance.** Regulate and allow Second Units. Prepare a Second Dwelling Unit Ordinance and monitor affordability of second units. The Second Dwelling Unit Ordinance shall establish strong design, floor area, parking and ownership regulations. In addition, the City will publicize the ordinance in concert with the actions to be undertaken under Program HIP-14. Specific actions include: (a) housing pamphlets available at City Hall; (b) contact with neighborhood groups and associations; (c) posting of notices in specific neighborhoods, as needed; (d) providing special presentations to community groups periodically; and (e) providing public information through articles in the local newspaper and with cable TV public service announcements. The City will also publicize the availability of rehabilitation loans and other funding programs.



*Target:* Adoption of the ordinance by July, 1992. 30 new second units between 1988-July, 1995 (10 very low income, 10 low income and 10 moderate income units. This assumes about 6 new second units per year).

*Responsible Agency:* Community Development Department; homeowners.

- HIP-20 **Repayment of Deferred Housing Set Aside Funds.** Make up deferral of Redevelopment Agency Housing Set Aside funds from tax increment funding.

*Target:* 1992-1994.

*Responsible Agency:* Redevelopment Agency.

- HIP-21 **Community Development Block Grant Program.** Participate in County Community Development Block Grant program.

*Target:* Develop a cooperative agreement through 1994 and apply for funding for suitable low and moderate income housing projects.

*Responsible Agency:* Contra Costa County Community Development Department; Pinole Community Development Department.

- HIP-22 **Old Town and San Pablo Avenue Housing.** Encourage smaller units, mixed use housing, residential projects and senior housing by offering incentives, including shared parking, use of tax increment funds, technical assistance and other means as appropriate. Include appropriate mechanisms in the Zoning Ordinance.

*Target:* 135 units (25 very low, 25 low, 55 moderate and 30 above moderate income) by July, 1995.

*Responsible Agency:* Private developers; Redevelopment Agency; Community Development Department.

- HIP-23 **Housing for the Homeless.** Contribute a portion of the Housing Set Aside fund to non-profit agencies involved in providing housing for the homeless. An example would be Shelter Incorporated. Modify the Zoning Ordinance by 1993 to specifically include emergency shelters and transitional housing uses and performance standards.

*Target:* 1991 and 1993.

*Responsible Agency:* Redevelopment Agency.

- HIP-24 **Rental Housing Assistance.** Encourage Federal and State rental housing programs by continuing to work with the Contra Costa County Housing Authority to implement the Section 8 rental assistance program and any similar programs.

*Target:* Annual assistance for the Section 8 Certificates and Vouchers.

*Responsible Agency:* Contra Costa County Housing Authority.



***Section 7***



**Open Space and  
Environmental Protection  
Element**







## **Section 7**

# **Open Space and Environmental Protection Element**



## **7.1 Introduction**

The purpose of the Open Space and Environmental Protection Element is to establish policies for the preservation of open space and the conservation of natural resources. This element of the General Plan designates open space and sets forth policies and programs defining ways in which open space will be used, water and air quality will be enhanced, and natural resources will be protected and managed. Community workshops have identified the following concerns or issues :

- (1) Protect resources such as designated open space, ridges, separators between cities, the bayfront, Garrity and Pinole Creeks, Duncan Canyon, and the Shady Draw watershed.
- (2) Regulate development, air emissions, dumping, and water quality.
- (3) Restore Pinole Creek.
- (4) Enhance the bayfront.
- (5) Provide access to the creek and bayfront.
- (6) Acquire open space while considering property rights.

The subject matter of the Open Space and Environmental Protection Element also overlaps with the policies and programs contained in the Land Use and Economic Development, Health and Safety, and Circulation Elements of the General Plan. For example, areas designated for open space are also intended to minimize damage due to geologic hazards, and trails plans link local and regional open space areas while at the same time providing recreation and offering an alternative to driving.



## 7.2 Open Space and Environmental Protection Element Requirements

State legislation requires general plans to contain both an open space and a conservation element.

Pinole's Open Space and Environmental Protection Element addresses both of these requirements. An open space element must establish

a comprehensive and long-range plan for the preservation and conservation of open space to preserve natural resources, manage the production of resources, provide outdoor recreation and assure public health and safety. The following summarizes the requirements for open space elements.



*"Open space land is any parcel or area of land or water which is essentially unimproved and devoted to an open space use as defined in this section, and which is designated on a local, regional or state open space plan as any of the following:*

- (1) Open space for the preservation of natural resources .*
- (2) Open space used for the managed production of resources .*
- (3) Open space for outdoor recreation .*
- (4) Open space for public health and safety . . ."*

Government Code Section 65302(d) requires each general plan to include a conservation element for the conservation, development, and utilization of natural resources including water and its hydraulic force, forests, soils, rivers and other waters, harbors, fisheries, wildlife, minerals, and other natural resources. The following citation is from the Government Code concerning conservation elements.

*"A conservation element for the conservation, development, and utilization of natural resources including water and its hydraulic force, forests, soils, rivers and other waters, harbors, fisheries, wildlife, minerals, and other natural resources. That portion of the conservation element including waters shall be developed in coordination with any countywide water agency and with all district and city agencies which have developed, served, controlled or conserved water for any purpose for the county or city for which the plan is prepared . . ."*

## 7.3 Open Space and Environmental Protection Background

### *Existing Open Space*

The City of Pinole has substantial open space and natural resources in various forms of ownership. The City itself has large holdings, while other parcels are under the stewardship of homeowners associations, the West Contra Costa Unified School District, and the Contra Costa County Flood Control District as well as private land owners.



Existing open space resources are a considerable asset to the community. They are, however, fragmented and discontinuous, and do not function effectively as an integrated community-wide open space and recreation system or contiguous wildlife habitat. The lack of unifying elements or organizing framework in the current holdings should be remedied by an open space system that links Pinole with surrounding open space resources, that provides pedestrian connections from the city center to other parts of the community, and that meets both the active and passive recreation needs of City residents. Substantial natural resources exist in and adjacent to the City of Pinole. Directed actions should be taken to identify, preserve and/or acquire key elements of the open space system. Planning efforts with adjacent jurisdictions and agencies should address open space and trails on a regional level with Pinole leading the effort.

On the bay shore, both the City and EBRPD have acquired parcels to contribute to the shoreline trail. A dedication led to the creation of a portion of the Bay Trail, and future dedications could extend the development of this trail further. Well planned dedications alongside Sunnyview Drive and Bay View Farm Road could provide a connection between the shoreline and the utility easement where Pinon Park is planned. County and school district holdings near Garrity Creek, along with undeveloped private land on Tara Hills Drive, could provide additional connections to the shoreline.

Pinole Creek has some developed pedestrian trails already. Potential enhancements to the creek include development and patrolling of the creek access near the high school, and development of a trail on the Bundy parcel. Because back yards abut the creek between the tennis courts and the swim center and Ellerhorst Park, an alternative route may be needed to provide a continuous trail from the bayshore to the ridges and the EBMUD watershed property. This might be possible as a loop from the high school to Duncan Canyon, across Rancho Road and alongside Galbreth Road or Pinole Valley Road to Adobe Road in Pinole Valley Park.

Hillside property has been preserved in Pinole Valley Park and the Crown Ridge Subdivision (Marsten Ranch). Preserving undeveloped land near the end of Wright Avenue would connect Crown Ridge Subdivision (Marsten Ranch) open space to the EBMUD watershed open space. Trail systems could be developed to and along Pinole and Sobrante ridges. In order to develop a community-wide system, the General Plan recommends that critical linkages and pieces of open space should be identified, and priorities set for protecting, acquiring or regulating them. Examples include Pinole Creek, the San Pablo Bay shoreline, ridgelines and portions of key parcels in private ownership subject to development pressure. Many private parcels that could provide valuable connections between large parcels of open space are currently undeveloped. Once key areas have been identified and prioritized, specific steps toward implementation should be developed. These may include





regulation, dedication, or acquisition. Priority decisions must consider the City's ability to operate and maintain additional facilities.

#### *Habitat Values*

Pinole's open space is diverse, including the San Pablo Bay shoreline, creeks and ridges. The shoreline provides habitat for shorebirds in the salt water marsh surrounding Pinole Bayfront Park. Riparian corridors include Pinole Creek, Garrity Creek and its tributary, and drainages such as those in Duncan Canyon and Shady Draw. Pinole Creek is especially valuable upstream from I-80, with the most valuable portions being in the southeastern end of Pinole. Garrity Creek, although largely disturbed, contains freshwater wetlands that are unique in the City; some are in the new Louis Francis Park. Portions of Pinole and Garrity Creek provide potential Salmonid habitat. Hillsides covered in a mosaic of grassland and oak woodland shelter a community of mammals, birds and reptiles.



#### *Maintenance Costs*

Maintenance costs for any City-owned open space would include fire prevention, weed control, litter and safety patrol, and cleaning of drains and culverts. Facilities such as restrooms, playgrounds, game courts and the possible equestrian center involve additional maintenance costs. Liability for fire, landslides, flooding and injuries is another operational cost. Long term expenses need to be considered when priorities are set for acquiring land and developing recreational facilities.

#### *Acquisition Methods*

The type of acquisition that is appropriate for a given parcel depends on the location, physical characteristics, designation and intended use of the land. If the parcel's value is its visual amenity, then a scenic easement would be sufficient. If the only reason to keep a parcel in open space is to avoid hazards, the existing open space designation and/or adopting a ridge protection ordinance would serve this purpose. To preserve habitat in areas already designated open space, all that is needed is to maintain the designation.

Although recreational uses generally require more than a designation or granting of an easement, fee ownership by the City may not always be necessary. A neighborhood park for a new development could be set aside as a dedication to a neighborhood association, which could maintain it. Play areas can be developed in cooperation with



schools. Regional acquisitions can provide connections in regional trail corridors, such as the EBRPD parcel near Wilson Point. Access easements can provide passageways to "landlocked" parcels.

Creating large contiguous areas that contain a variety of habitat types is a bigger challenge. Maintaining and following existing open space designations is a first step. When dedications are made as part of development, they can be designed early in the development process as a part of the City's overall open space system. School parks can also be selected and designed to provide vital links in this system. To complete the puzzle, the City can purchase key connecting parcels where other acquisition methods are not available.

## **7.4 Open Space and Environmental Protection Goals**

- OS1 **PRESERVE NATURAL RESOURCES.** Preserve natural resources which provide important habitat, ecological or archeological value, and maintain clean air and water quality.
- OS2 **PROTECT VISUAL RESOURCES.** Enhance the City of Pinole's character by protecting key visual resources.
- OS3 **PROVIDE RECREATION OPPORTUNITIES.** Provide for a wide variety of recreational activities in open space areas, parks, and school grounds within the City of Pinole, balanced with the protection of important habitat.
- OS4 **OPEN SPACE PRESERVATION AND MANAGEMENT.** Maintain and effectively manage an integrated pattern of open space areas.



## **7.5 Open Space and Environmental Protection Policies**

- OS1 **PRESERVE NATURAL RESOURCES.** PRESERVE NATURAL RESOURCES WHICH PROVIDE IMPORTANT HABITAT, ECOLOGICAL OR ARCHEOLOGICAL VALUE, AND MAINTAIN CLEAN AIR AND WATER QUALITY.
- OS1.1 **Habitat Protection.** Preserve oak/woodland, riparian vegetation, creeks, fisheries, saltwater and freshwater marsh, native bunchgrass grasslands, wildlife corridors and sensitive nesting sites. Loss of these habitats should be



fully offset through creation of habitat of equal value. Compensation rate for habitat re-creation shall be determined by a qualified biologist.

Primary Implementing Programs	
OSIP-1	Habitat Protection Ordinance
OSIP-2	Riparian and Stream Restoration Programs
OSIP-21	Water Quality Strategies
OSIP-22	Consultation on Fish and Wildlife Impacts

- OS1.2 **Rare and Endangered Species.** Limit development in areas which support rare and endangered species. If development of these areas must occur, any loss of habitat should be fully compensated on-site. If off-site mitigation is necessary, it should occur within the Pinole planning area whenever possible, and must be accompanied by plans and a monitoring program prepared by a qualified biologist.

Primary Implementing Programs	
OSIP-1	Habitat Protection Ordinance
OSIP-2	Riparian and Stream Restoration Programs
OSIP-21	Water Quality Strategies

- OS1.3 **Minimize Environmental Impacts.** Encourage development patterns which minimize impacts on the City's biological, visual and cultural resources, and integrate development with open space areas.

Primary Implementing Programs	
OSIP-1	Habitat Protection Ordinance
OSIP-2	Riparian and Stream Restoration Programs
OSIP-21	Water Quality Strategies

- OS1.4 **Cluster Development.** Encourage cluster development and other creative site planning techniques to preserve open space, trails and visual, habitat, recreation and archaeological resources.

Primary Implementing Programs	
OSIP-1	Habitat Protection Ordinance
OSIP-5	Shoreline Corridor Overlay Zone
OSIP-8	Scenic Easements
OSIP-9	Ridgeline Preservation Ordinance



- OS1.5 **Riparian Areas and Creek Setbacks.** Lands adjacent to riparian areas should be protected as public or private permanent open space through dedication or easements. Require new development adjacent to creeks and major drainages to provide adequate building setbacks from creek banks, provision of access easements for creek maintenance purposes, and creek improvements such as bank stabilization. Riparian vegetation outside the setback should also be protected. Until such time as Program OSIP-1 (Habitat Protection Ordinance) is completed, creeks and major drainages include: (1) Pinole Creek; (2) Garrity Creek; (3) Duncan Canyon/Cole Creek; (4) Shady Draw; (5) Faria Creek; and (6) Roble Creek.

Primary Implementing Programs	
OSIP-1	Habitat Protection Ordinance
OSIP-2	Riparian and Stream Restoration Programs
OSIP-3	Environmental Education Programs

- OS1.6 **Air Quality.** Strive to achieve federal and state air quality standards by managing locally generated pollutants, coordinating with other jurisdictions and implementing measures to reduce automobile trips in Pinole and the region.

Primary Implementing Programs	
OSIP-20	Air Quality Strategies

- OS1.7 **Water Quality.** Maintain, at a minimum, the water quality levels established by the Environmental Protection Agency (EPA) and achieve the highest possible level of water quality reasonable for an urban environment in City creeks.

Primary Implementing Programs	
OSIP-1	Habitat Protection Ordinance
OSIP-2	Riparian and Stream Restoration Programs
OSIP-21	Water Quality Strategies



**OS2 PROTECT VISUAL RESOURCES. ENHANCE THE CITY OF PINOLE'S CHARACTER BY PROTECTING KEY VISUAL RESOURCES.**

**OS2.1 Scenic Resources.** Preserve significant knolls, stands of trees, rock outcrops and ridgelines within the city that further the image of Pinole.

Primary Implementing Programs	
OSIP-8	Scenic Easements
OSIP-9	Ridgeline Preservation Ordinance
OSIP-7	Shoreline Corridor Overlay Zone
OSIP-13	Tree Preservation Ordinance

**OS2.2 View Protection.** Preserve prominent views of scenic resources and the bay, and consider visual access and view corridors when reviewing development proposals.

Primary Implementing Programs	
OSIP-8	Scenic Easements
OSIP-9	Ridgeline Preservation Ordinance
OSIP-7	Shoreline Corridor Overlay Zone
OSIP-14	Critical Public Views and Ridgelines

**OS2.3 Open Space Separators.** Maintain a continuous open space separator between Pinole and the cities of Hercules (Pinole Ridge), and El Sobrante/ Richmond (El Sobrante Ridge).

Primary Implementing Programs	
OSIP-5	Scenic Easements
OSIP-6	Ridgeline Preservation Ordinance

**OS2.4 Major and Minor Ridgelines.** Preserve ridgelines through the designation of Ridges as Major and Minor as shown on the Visual Resources map (see map GP-12). Where possible, properties shall provide for a ridgeline setback of 400 feet horizontally from major ridgelines, 100 feet from minor ridgelines and a vertical setback of 100 feet from both.

Primary Implementing Programs	
OSIP-8	Scenic Easements
OSIP-9	Ridgeline Preservation Ordinance



- OS2.5 **Ridgeline Protection.** Natural contours and vegetation on ridgelines should be maintained. Locate and design structures and other public and private improvements so as to minimize cut and fill areas that will impact public views, safety and surrounding uses, and avoid building profiles (silhouettes) being located above the ridgeline when viewed from public streets and designated public access areas.

Primary Implementing Programs	
OSIP-5	Scenic Easements
OSIP-6	Ridgeline Preservation Ordinance
OSIP-13	Tree Preservation Ordinance
LUIP-3	Grading and Subdivision Ordinances
LUIP-12	Design Review Guidelines and Procedures
LUIP-13	Hillside Development Guidelines
LUIP-21	Environmentally Sensitive Sites

- OS2.6 **Street Beautification.** Provide visual linkages through the use of street trees.

Primary Implementing Programs	
OSIP-11	Street Tree Master Plan
OSIP-12	Signature Plantings

OS3 **PROVIDE RECREATION OPPORTUNITIES.** PROVIDE FOR A WIDE VARIETY OF RECREATIONAL ACTIVITIES IN OPEN SPACE AREAS, PARKS, AND SCHOOL GROUNDS WITHIN THE CITY OF PINOLE, BALANCED WITH THE PROTECTION OF IMPORTANT HABITAT.

- OS3.1 **Public Use and Access to Open Space.** Clearly delineate public use and access areas from those areas to be protected from human disturbance.

Primary Implementing Programs	
OSIP-3	Environmental Education Programs
OSIP-4	Open Space Management Plan

- OS3.2 **New Development Requirements.** Require new development to provide a pro-rata share of active recreation or open space to accommodate new residents.



Primary Implementing Programs	
OSIP-7	Open Space/Recreation Standards
OSIP-17	Park Dedication Fees
OSIP-18	Open Space Preservation Actions
OSIP-24	Parks Facilities Plan

- OS3.3 **Joint Use of School Property.** Maintain the levels of recreational service in Pinole by coordinating with the West Contra Costa Unified School District in the joint use and maintenance of school recreation facilities.

Primary Implementing Programs	
OSIP-15	Potential Park and Open Space Areas
LUIP-38	Closed School Sites (Zoning)
OSIP-23	City/Schools Joint Use Agreement

OS4 **OPEN SPACE PRESERVATION AND MANAGEMENT. MAINTAIN AND EFFECTIVELY MANAGE AN INTEGRATED PATTERN OF OPEN SPACE AREAS.**

- OS4.1 **Open Space Plan.** Attempt to preserve for visual resources, public health and safety reasons, and for recreational use the open space areas identified on the Open Space Plan map (see map GP-10).

Primary Implementing Programs	
OSIP-1	Habitat Protection Ordinance
OSIP-4	Open Space Management Plan
OSIP-7	Open Space/Recreation Standards
OSIP-5	Shoreline Corridor Overlay Zone
OSIP-8	Scenic Easements
OSIP-9	Ridgeline Preservation Ordinance
OSIP-15	Potential Park and Open Space Areas
OSIP-16	Open Space Funding
OSIP-17	Park Dedication Fees
OSIP-18	Open Space Preservation Actions
OSIP-19	Potential Open Space Acquisition Priorities

- OS4.2 **Preservation Strategy.** Maximize open space preservation through the private development review process and other approaches that minimize on-going City costs and liability exposure and still achieve City open space goals. Preference should be for retaining open space in private ownership.



### Primary Implementing Programs

OSIP-1	Habitat Protection Ordinance
OSIP-15	Potential Park and Open Space Areas
OSIP-16	Open Space Funding
OSIP-17	Park Dedication Fees
OSIP-18	Open Space Preservation Actions
OSIP-19	Potential Open Space Acquisition Priorities

## 7.6 Open Space and Environmental Protection Implementing Programs

- OSIP-1 **Habitat Protection Ordinance.** Consider adoption of a habitat protection ordinance that would identify and protect areas of biological value, including streams, creeks and wetlands. The ordinance would include setbacks from creeks, guidelines for avoidance of filling of creeks or wetlands and destruction of riparian vegetation, standards for compensation of habitat loss (as established by a qualified biologist), and requirements for mitigation, monitoring and habitat enhancement plans. It would also cover implementation and enforcement of specific criteria to ensure that safety, natural resources and aesthetic values of Pinole Creek, other creeks and major drainages are protected and enhanced.
- OSIP-2 **Riparian and Stream Restoration Programs.** Establish riparian and stream restoration programs that include erosion control measures, stream clean-up projects, and revegetation plans for denuded areas.
- OSIP-3 **Environmental Education Programs.** Establish public information/education programs to enhance public knowledge about environmental protection and conservation measures.
- OSIP-4 **Open Space Management Plan.** Develop an Open Space Management Plan to identify criteria for use and maintenance; responsibilities of fire, police and public works; and conditions of approval for development.
- OSIP-5 **Shoreline Corridor Overlay Zone.** Consider adoption of a shoreline corridor overlay zone which promotes visual and physical access to the San Pablo Bay shore. This overlay zone should include a plan for public amenities such as parking areas, trails, access and activity areas and guidelines to reduce long term "parking" of railroad tank cars on the San Pablo Bay shoreline.
- OSIP-6 **Pinole Valley Park Master Plan.** Develop a new master plan for Pinole Valley Park as Pinole's citywide recreation and open space park.
- OSIP-7 **Open Space/Recreation Standards.** Identify current ratio of open space/recreation facilities per resident.





- OSIP-8     **Scenic Easements.** Require scenic easements on landforms or parcels with key visual resources that are subject to development.
  
- OSIP-9     **Ridgeline Preservation Ordinance.** Create a ridgeline preservation ordinance which includes an enforcement mechanism.
  
- OSIP-10    **Landscape and Soundwall Design Standards.** Develop landscape and soundwall design standards, and work closely with CalTrans on the design and placement of I-80 soundwalls and landscape elements.
  
- OSIP-11    **Street Tree Master Plan.** Develop a street tree master plan for major streets. The plan should promote the use of indigenous species and be guided by the concept of interconnected open space in Pinole, linked visually via dense street tree planting. The plan should include special planting at creek crossings and gateways to the city.
  
- OSIP-12    **Signature Plantings.** Define and accentuate gateways to the city and creek crossings through the use of signature plantings.
  
- OSIP-13    **Tree Preservation Ordinance.** Consider adoption of a tree preservation ordinance that will define types and size of trees to be protected, and will include specific criteria, procedures and mitigation when trees are proposed to be removed.
  
- OSIP-14    **Critical Public Views and Ridgelines.** Require assessment of critical public views and ridgelines as part of the project review process to assure that projects protect natural resources through proper site planning, building design and landscaping.
  
- OSIP-15    **Potential Park and Open Space Areas.** There are a number of areas and/or parcels in the City of Pinole which may play an important role in the City's future open space system. These are mapped on the Open Space Plan (map GP-10). Policies related to some of these parcels are included in the Land Use



and Economic Development Element. Options that may be explored for preserving these areas are described in the Open Space Background Report.

- OSIP-16 **Open Space Funding.** Identify funding sources for acquisition and ongoing maintenance of new open space lands.
- OSIP-17 **Park Dedication Fees.** Review current requirements for park dedication fees for new development and revise as needed.
- OSIP-18 **Open Space Preservation Actions.** The following means will be considered for preserving open space resources, in order of priority: (1) private development review process; (2) public-private partnerships; and lastly, (3) public funds. Possible means are described below.

#### **Private Resources**

- (1) Require permanent dedication of open space areas with high habitat, visual, recreational or archaeological values as a condition of development. These lands should be owned and maintained by homeowner associations unless they are appropriate for use as trails or other public-access uses.
- (2) Use visual or public-access easements and building setbacks to protect open space resources while allowing development on private parcels.
- (3) Use impact fees from development of land with lower open-space values to acquire easements or ownership on land with higher open-space values
- (4) Encourage clustering of units to protect areas with high open space values.
- (5) Encourage grants and donations of undeveloped property with high open-space values from private individuals or organizations.
- (6) Encourage private, non profit and other public agencies to acquire and maintain undeveloped land for open space preservation. These methods are preferred over the use of city funds for acquisition.

#### **Public-Private Partnerships**

- (1) When parcels on planned trail corridors are developed, require the developer to construct the portion of the trail crossing the parcel as one of the conditions of development.
- (2) Work with organizations such as the Urban Creeks Council, Trust for Public Lands, EBRPD, Nature Conservancy, Coastal Conservancy, and other cities and counties, to perform creek restoration and other tasks related to open space.

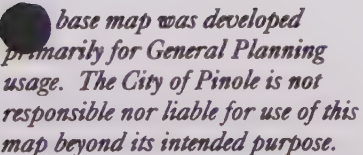
#### **Public (City) Funds**

- (1) Prioritize parcels with high habitat, visual, archaeological or recreational values for purchase by the City if funds become available.



- OSIP-19 **Potential Open Space Acquisition Priorities.** Review potential open space and establish priorities for acquisition by the City or by other agencies, or protection through other means. High priority will be given to biologically sensitive and visually prominent lands that seem most at risk from development. The following are examples of possible sites for acquisition based theses criteria:
- (1) The Doidge/Wright area is highly ranked for acquisition by the City as being both environmentally sensitive and highly visible (ridgelines).
  - (2) The Bundy parcel is highly ranked for acquisition by the City because it includes a stretch of Pinole Creek and valuable riparian vegetation. The geologic and biologic sensitivity of the site are additional reasons for preservation and acquisition.
  - (3) The Tidelands, Trailer Storage Lot and Garrity Creek are highly ranked for acquisition by an outside entity such as the EBRPD or The Trust For Public Lands. Although these parcels are in private ownership, each is a potential candidate for acquisition by an outside entity because of their unique features. The proximity to other park lands, the unusual nature of the Tidelands site, and habitat value of Garrity Creek are reasons for acquisition by other entities.
- OSIP-20 **Air Quality Strategies.** Implement trip reduction and energy conservation measures for jobs/housing balance, TDM and transit, as identified in the Land Use, Circulation and Housing Elements, and coordinate with regional and state agencies and other West County jurisdictions in enhancing air quality.
- OSIP-21 **Water Quality Strategies.** Implement habitat protection programs and evaluate proposed projects for potential water quality impacts which may require sediment basins as part of grading activities, grease/oil traps where concentrations of such pollutants are anticipated, or other measures.
- OSIP-22 **Consultation on Fish and Wildlife Impacts.** The City will continue to notify and consult with the California Department of Fish and Game and the Army Corps of Engineers when development projects are proposed in locations where there may be impacts to fish and wildlife and their habitats.
- OSIP-23 **City/Schools Joint Use Agreement.** The City investigate establishing a joint use agreement with the West Contra Costa Unified School District (WCCUSD) for the use and maintenance of WCCUSD facilities.
- OSIP-24 **Parks Facilities Plan.** The City will consider adopting and regularly review a Parks Facilities Plan which would address the need for new, and maintenance of existing and planned park facilities. This plan would be used as a basis for establishing park in-lieu fees, review of the City's Capital Improvement Program, park use fees, volunteer assistance needs and ADA requirements.

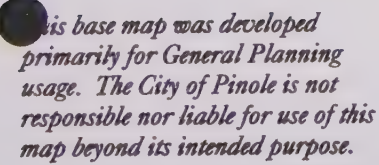


















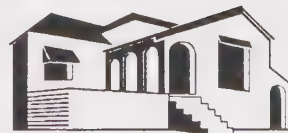








***Section 8***



**Health and  
Safety Element**







## Section 8

# Health and Safety Element



### 8.1 Introduction

The Health and Safety Element policies address issues related to geologic and seismic risk, flooding, hazardous materials and noise. The element covers two state mandated general plan elements, safety and noise. The purpose of the element is to identify and appraise hazards in the community which will establish a basis for the goals, policies and implementing actions necessary to assure community safety. Other issues such as disaster preparedness, fire and crime prevention will be addressed in more detail in the Community Services and Facilities Element.

Information in the Health and Safety Element has been coordinated with the other elements of the City's General Plan, particularly the Land Use and Economic Development, Open Space and Environmental Protection, and Community Services and Facilities Elements. The extent of the hazard depends on local conditions, since most hazards are confined to a particular area or site. Various health and safety hazards should be considered in planning the location, design, intensity, density and type of land uses in a given area. Long-term costs to the City, such as maintenance, liability exposure and emergency services, are potentially greater where high hazards exist.

The noise portion of the Health and Safety Element is concerned with planning for land uses that are typically sensitive to noise impacts, including residential development, residential neighborhood quality of life, nursing homes, schools, wildlife sanctuaries, hospitals and treatment centers. Noise is generally defined as unwanted sound. Whether a sound is unwanted depends on when and where it occurs, what the listener is doing when it occurs, characteristics of the sound (loudness, pitch and duration, speech or music content, irregularity) and how intrusive it is above background sound levels. Examples of potential noise generators in residential neighborhoods include, among others, I-80, rail corridors, retail center operations and the location of play areas (such as school and park play areas). The Noise portion of this element will establish the basis



for code enforcement and regulation through the proposed adoption of a noise ordinance to control nuisances such as off-hour truck unloading and trash pickup, barking dogs, loud music and vehicle noise.

## 8.2 Health and Safety Element Requirements

Safety issues have been required to be addressed as part of local general plans since 1971. The San Fernando earthquake of February, 1971, which claimed 64 lives and resulted in over \$500 million in property damage, and the devastating wildland fires in September and October of 1970, were largely responsible for prompting the Legislature to pass this requirement. The following citation is from Government Code Section 65302(f),



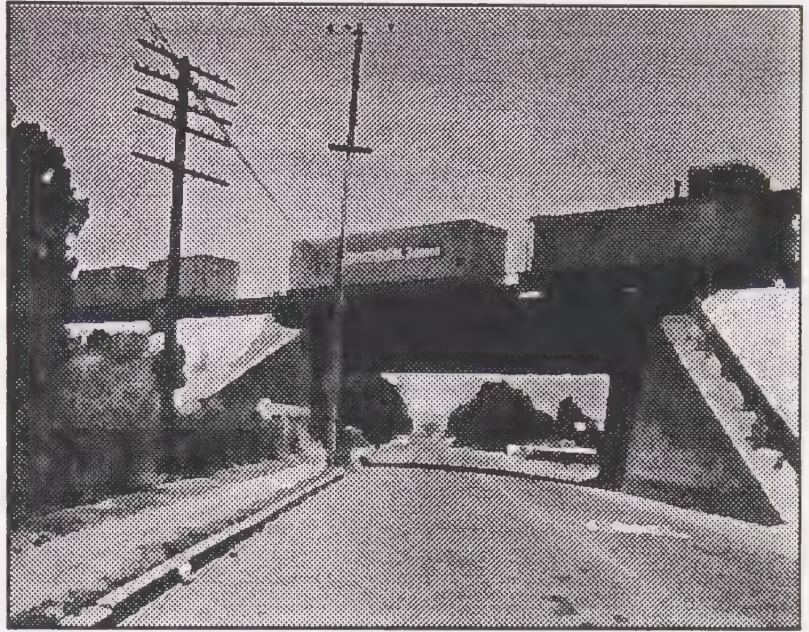
*"A safety element for the protection of the community from any unreasonable risks associated with the effects of seismically induced surface rupture, ground shaking, ground failure, tsunami, seiche, and dam failure; slope instability leading to mudslides and landslides, subsidence and other geologic hazards known to the legislative body; flooding; and wildland and urban fires. The safety element shall include mapping of known seismic and other geologic hazards. It shall also address evacuation routes, peak load water supply requirements, and minimum road widths and clearances around structures, as those items relate to identified fire and geologic hazards.*

*To the extent that a county's safety element is sufficiently detailed and contains appropriate policies and programs for adoption by a City, a City may adopt that portion of the county's safety element that pertains to the City's planning area in satisfaction of the requirement imposed by this subdivision. Each county and City shall submit to the Division of Mines and Geology of the Department of Conservation one copy of the safety element and any technical studies used for developing the safety element."*

The Noise portion of the Health and Safety Element must identify and appraise existing noise levels in the community and provide guidance to policy makers, planners and developers for avoiding unwarranted noise increases in the future. The Noise Element provides a policy basis for the regulations prescribed in City ordinances and implemented through the City's Code Enforcement program. Specific concerns include: (1) establishment of noise compatible land uses; (2) regulation of new development to limit noise impacts on noise-sensitive uses; (3) minimization of transportation noise; and (4) enforcement of noise standards to protect the existing quality of life.



Accomplishing this task requires an evaluation of the noise sources in the community. The noise background report quantifies the community noise environment of the City of Pinole in terms of noise exposure contours of major roadways and railroads to assist in the development of appropriate policies to reduce noise impacts. These contours are the basis for the development of land use compatibility guidelines. Based on the analysis, noise policies are established for new land uses and potential solutions to existing problems are recommended. Future noise contours are shown on map GP-14, with specific contour distances included in Appendix B.



The Noise Element should be prepared according to guidelines established by the State Department of Health Services, Office of Noise Control. The excerpt below is from Section 65302(f) of the California Government Code.

*"A noise element which shall identify and appraise noise problems in the community. The noise element shall recognize the guidelines established by the Office of Noise Control in the State Department of Health Services and shall analyze and quantify, to the extent practicable, as determined by the legislative body, current and projected noise levels for all of the following sources:*

- (1) Highway and freeways.*
- (2) Primary arterials and major local streets.*
- (3) Passenger and freight on-line railroad operations and ground rapid transit systems.*
- (4) Commercial, general aviation, heliport, helistop, and military airport operations, aircraft overflights, jet engine test stands, and all other ground facilities and maintenance functions related to airport operation.*
- (5) Local industrial plants, including, but not limited to, railroad classification yards.*
- (6) Other ground stationary noise sources identified by local agencies as contributing to the community noise environment.*

*Noise contours shall be shown for all of these sources and stated in terms of community noise equivalent level (CNEL) or day-night average level (Ldn). The noise contours shall be prepared on the basis of noise monitoring or following generally accepted noise modeling techniques for the various sources identified in paragraphs (1) to (6), inclusive.*



*The noise contours shall be used as a guide for establishing a pattern of land uses in the land use element that minimizes the exposure of community residents to excessive noise.*

*The noise element shall include implementation measures and possible solutions that address existing and foreseeable noise problems, if any. The adopted noise element shall serve as a guideline for compliance with the state's noise insulation standards."*

### 8.3 Health and Safety Conditions

#### *Safety Issues*

The Pinole Planning Area is situated at the end of the northwesterly-trending East Bay Hills, next to San Pablo Bay. Pinole is dominated by moderate to steeply sloping hillsides, which extend northwestward to relatively flat-lying areas along San Pablo Bay.

The geologic units mapped in the planning area include existing fill, landslide deposits, colluvium, younger alluvial fan deposits, bay mud, older alluvial fan deposits, and undifferentiated bedrock. Potential Geologic Hazards are shown on map GP-13.



The planning area is located approximately 1.5 miles to 3.9 miles northeast of the northwest-trending Hayward fault zone, which apparently steps eastward to the Rodgers Creek/Healdsburg fault zone underneath San Pablo Bay. The planning area is located about 18 to 20 miles northeast of the San Andreas fault zone. The Green Valley-Concord fault trend is located approximately 12 miles east of the planning area. These fault zones are part of the San Andreas fault system, which forms the boundary between the North American and Pacific plates and is the principal source of earthquakes in California.

The planning area is bisected by the Pinole fault, which may be the southeasternmost, onshore continuation of the Rodgers Creek fault. The Pinole fault in the planning area branches northward, forming a "Y." The trunk and eastern leg of the "Y" essentially follow the Pinole Creek drainage, and the western leg extends from Pinole Creek northwestward to the Bay margin just west of Wilson Point.

From a geologic and geotechnical standpoint, the primary concerns in the Pinole Planning Area are: (1) slope stability; (2) earthquake ground shaking; and (3) fault ground rupture. Below is a summary of safety concerns as identified in the Safety Background Report.

- (1) **Ground Subsidence and Settlement.** Widespread ground subsidence due to ground water withdrawal is not a significant potential hazard in the planning area.



The compaction and settlement of unconsolidated material due to loading should not present a potential hazard where foundations are properly designed and engineered.

- (2) **Fault Ground Rupture.** Recent studies suggest that fault ground rupture is a concern along the Pinole fault and warrant establishing a Fault Studies Zone along the fault (Harlan, Tait Associates). Fault studies would be required for certain projects within the Zone to investigate the potential for fault ground rupture.
- (3) **Greatest Potential Secondary Seismic Effects.** Large earthquakes along faults within the Bay Area, most probably as a result of a major earthquake on the Hayward or San Andreas faults located to the west, are likely in the foreseeable future. Severe earthquake ground shaking throughout the planning area is considered likely. The secondary effects of ground shaking in general will be greatest in areas underlain by Bay Mud, unengineered fill, and in marginally stable hillside areas. There is a high potential for seismically-induced landsliding within steep and intermediate hillside areas.
- (4) **Moderate to Low Potential Secondary Seismic Effects.** Large earthquakes will have a moderate potential for localized lurch cracking and liquefaction, in flatland and valley floor areas. Deposits subject to liquefaction are potentially present in cohesionless deposits of active/recently active stream channels, and Bay Mud. There is an unknown potential for seiches (earthquake-caused waves in lakes) and earthquake-related dam failure at stock ponds. There is a very low potential for significant effects from a tsunami (or earthquake-caused sea wave).
- (5) **Erosion.** In the undeveloped hillside areas, there is a high potential for erosion associated with dirt roads and heavily used trails, and with any unprotected channels and streambanks of the major streams traversing the flatland area.
- (6) **Slope Stability.** Slope stability is primarily a concern in hillside areas, and is generally greater in areas of steeper slopes. There is a high potential for slope stability problems in areas of: (a) steep slopes; (b) previous landsliding or soil creep; (c) unengineered grading and uncontrolled drainage on slopes; and (d) deep colluvial deposits. There is a high potential for debris flows within colluvial-filled swales to affect development located at the mouths of swales.
- (7) **Foundation Conditions.** Foundation conditions are generally good in the planning area. The chief concerns are: (1) areas of weak bedrock, particularly those susceptible to slaking (breakdown upon exposure to air or water) or expansion; (2) areas of expansive soils; (3) areas underlain by deposits of Bay Mud; and (4) areas underlain by colluvial and landslide deposits.
- (8) **Flooding.** Except for very localized flooding and standing water, which may occur during brief, intense storms when runoff exceeds storm sewer capacity, creekflows along Pinole Creek would probably be contained within the existing creekbank during a 100-year storm.



## Noise Issues

The method commonly used to quantify environmental sounds is called the A-weighted sound level (dBA). Typical A-levels measured in the environment and in industry are shown below for different types of noise.

### Typical Sound Levels Measured in the Environment and Industry

	140		
	130		
Civil Defense Siren (100')	120		Pain Threshold
Jet Takeoff (200')	110	Rock Music Band Piledriver (50')	
Riveting Machine	100		Very Loud
Diesel Bus (15')	90	Ambulance Siren (100')	
BART Train Passby (10')	80	Boiler Room Printing Press Plant	
Pneumatic Drill (50')	70	Freeway @ 100' Garbage Disposal in Home (3')	Moderately Loud
Freight Cars (100')	60	Inside Sports Car (50 mph)	
Vacuum Cleaner (10')	50	Data Processing Center Department Store	
Speech (1')	40	Private Business Office Light Traffic (100')	Quiet
Auto Traffic Near Freeway	30	Typical Minimum Nighttime Levels - Residential Areas	
Large Transformer (200')	20		
Average Residence	10	Recording Studio	
Soft Whisper (5')	0	Mosquito (3')	Threshold of Hearing
Rustling Leaves			

(100') = Distance in feet between source and listener

Source: Illingworth & Rodkin, 1991.

In determining the daily level of environmental noise, it is important to account for the difference in response of people to daytime and nighttime noises. During the nighttime, exterior background noises are generally lower than the daytime levels. However, most household noise also decreases at night and exterior noise becomes very noticeable. Further, most people sleep at night and are very sensitive to noise intrusion.

To account for human sensitivity to nighttime noise levels, a descriptor, Ldn (day/night average sound level), was developed. The Ldn divides the 24-hour day into the daytime



of 7:00 AM to 10:00 PM and the nighttime of 10:00 PM to 7:00 AM. The nighttime noise level is weighted 10 dBA higher than the daytime noise level. The Community Noise Equivalent Level (CNEL) is another 24-hour average which includes both an evening and nighttime weighting.

The levels associated with environmental noise, in almost every case, produce effects only in the first two categories. Workers in industrial plants can experience noise in the last category. Unfortunately, there is as yet no completely satisfactory way to measure the subjective effects of noise, or of the corresponding reactions of annoyance and dissatisfaction. This is primarily because of the wide variation in individual thresholds of annoyance, and habituation to noise over differing individual past experiences with noise.

Thus, an important way of determining a person's subjective reaction to a new noise is the comparison of the existing environment to which one has adapted; the so-called "ambient". In general, the more a new noise exceeds the previously existing ambient noise level, the less acceptable the new noise will be judged by the hearers.

With regard to increases in A-weighted noise level, knowledge of the following relationships will be helpful in understanding this element.

- (1) Except in carefully controlled laboratory experiments, a change of 1 dBA cannot be perceived.
- (2) Outside of the laboratory, a 3 dBA change is considered a just-perceivable difference.
- (3) A change in level of at least 5 dBA is required before any noticeable change in community response would be expected.
- (4) A 10 dBA change is subjectively heard as approximately a doubling in loudness, and would almost certainly cause an adverse change in community response.

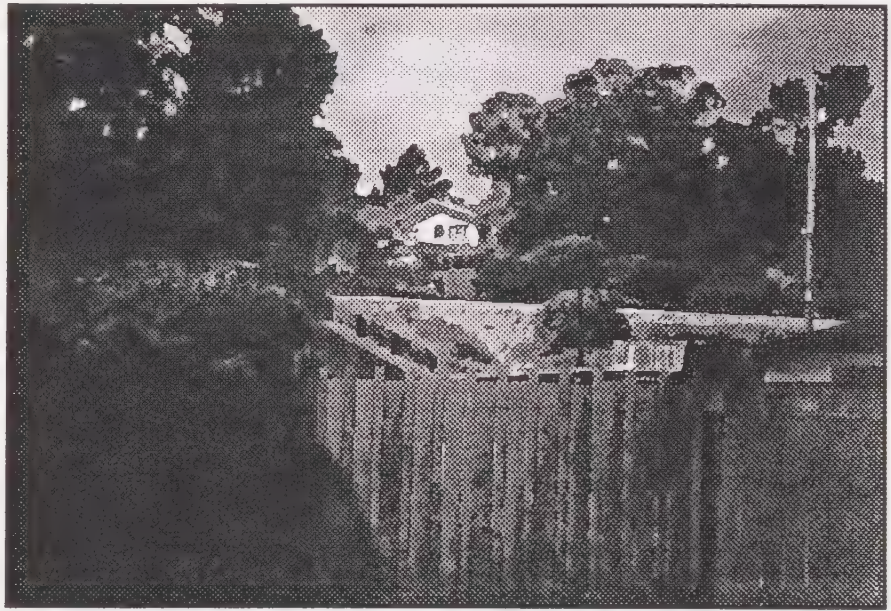
The major noise sources in the City of Pinole are vehicular and rail traffic. The level of vehicular noise generally varies with the volume of traffic, the number of trucks or buses, the speed of traffic, and the distance from the roadway. Noise generated by vehicular traffic in Pinole is greatest along Interstate 80 and San Pablo Avenue. There are two rail lines through the city, the Atchison-Topeka and Santa Fe (AT&SF) and Southern Pacific. Noise conditions are summarized below:

- (1) **Traffic Noise.** The existing and future Ldn along each of the major streets in the City of Pinole was calculated using a noise prediction model based on the Federal Highway Administration Research Document FHWA RD77-108. The California Vehicle Noise Emission Levels (CALVENO) information developed by CalTrans were used in the model. Inputs to the model consist of the average daily traffic volume (ADT), the number of automobiles, medium trucks, and heavy trucks, and the speed of the vehicles. Existing (1992) and future (2010) noise levels along roadways in the City of Pinole are calculated by the model and are shown in the



Noise Background Report. The results of the computer model were adjusted to account for the noise levels recorded at the long-term measurements.

- (2) **Train Noise.** Using a train noise prediction model developed by Wyle Laboratories (future projections of train activity along each track were not available), and calibrated for the noise emission levels measured along the two railroads, the noise exposure was calculated along each railroad. The inputs used in the model, and the contour distances to 60-, 65-, 70-, and 75-Ldn are shown in the Noise Background Report. The noise levels along each railroad represent both existing and future noise exposure since no projections were available.
- (3) **Other Noise Sources.** Other potentially significant noise sources in the City of Pinole would be associated with industrial land uses. Industrial noise sources (auto repair, wrecking yards, equipment lots, etc.) are generally significant only in industrial areas. However, there are locations where undeveloped lands, or current noise sensitive areas abut industrial activities. Areas that could potentially result in noise and land use conflicts should be studied in detail before future development takes place.

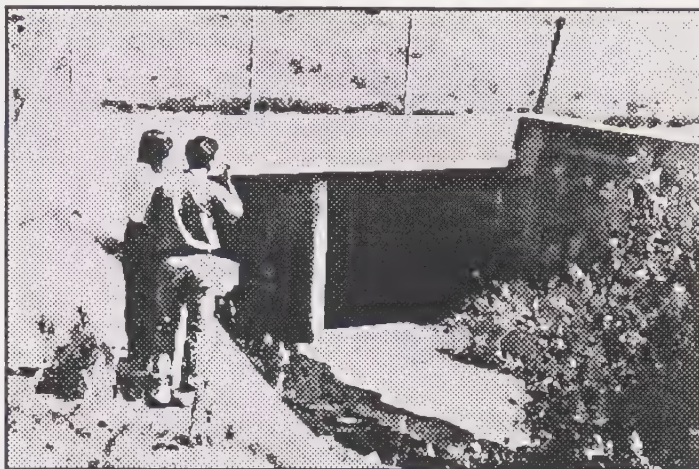


Maps at a scale of 1-inch equals 600 feet were drawn showing the buildout (2010) Ldn noise contours for roadways and railroads in the City of Pinole. Future noise levels along roadways are based on the West County Traffic Study. The distances to the different noise contours for each roadway are shown in tabular form. Noise contour distances for the railroads are also shown. The noise contour map is on file with the Community Development Department of the City of Pinole, and has been reproduced at a smaller scale in the General Plan (see map GP-14).



## 8.4 Health and Safety Goals

- HS1 **COMMUNITY HEALTH AND SAFETY.** Minimize the potential for loss of life, injury, damage to property, economic and social dislocation and unusual public expense due to natural and man-made hazards.
- HS2 **PROTECTION FROM NATURAL AND MAN-MADE HAZARDS.** Protect the community from the risk of flood damage and minimize hazards of soil erosion, weak and expansive soils, potentially hazardous soils materials, other hazardous materials, geologic instability and seismic activity.
- HS3 **PREPARE FOR EMERGENCY SITUATIONS.** Ensure government agencies, citizens and businesses are prepared for an effective response and recovery in the event of emergencies or disasters.
- HS4 **NEW DEVELOPMENT NOISE STANDARDS.** Ensure all new development complies with the noise standards established in the Pinole Health and Safety Element and prevent all new noise sources from increasing the existing noise level above acceptable standards.
- HS5 **REDUCE EXISTING OBJECTIONABLE NOISE SOURCES.** Eliminate or reduce noise from existing objectionable noise sources.



## 8.5 Health and Safety Policies

HS1 **COMMUNITY HEALTH AND SAFETY. MINIMIZE THE POTENTIAL FOR LOSS OF LIFE, INJURY, DAMAGE TO PROPERTY, ECONOMIC AND SOCIAL DISLOCATION AND UNUSUAL PUBLIC EXPENSE DUE TO NATURAL AND MAN-MADE HAZARDS.**

- HS1.1 **Location of Future Development.** Permit development only in those areas where potential danger to the health, safety, and welfare of the residents of the community can be adequately mitigated.

Primary Implement Programs	
HSIP-2	Geologic, Flooding and Other Hazard Maps
HSIP-3	Geotechnical Review Procedures



- HS1.2     **Development Review.** Require appropriate studies to assess identified hazards and assure that impacts are adequately mitigated.

Primary Implement Programs	
HSIP-2	Geologic, Flooding and Other Hazard Maps
HSIP-3	Geotechnical Review Procedures
HSIP-5	Pipeline Safety Ordinance

HS2     **PROTECTION FROM NATURAL AND MAN-MADE HAZARDS.** PROTECT THE COMMUNITY FROM THE RISK OF FLOOD DAMAGE AND MINIMIZE HAZARDS OF SOIL EROSION, WEAK AND EXPANSIVE SOILS, POTENTIALLY HAZARDOUS SOILS MATERIALS, OTHER HAZARDOUS MATERIALS, GEOLOGIC INSTABILITY AND SEISMIC ACTIVITY.

- HS2.1     **Geotechnical Review.** Require geotechnical studies for development proposals; such studies should determine the actual extent of geotechnical hazards, optimum location for structures, the advisability of special structural requirements, and the feasibility and desirability of a proposed facility in a specified location.

Primary Implement Programs	
HSIP-2	Geologic, Flooding and Other Hazard Maps
HSIP-3	Geotechnical Review Procedures

- HS2.2     **Soils and Geologic Review.** Require soils and geologic review of development proposals in accordance with City procedures to assess potential seismic hazards, liquefaction, landsliding, mudsliding, erosion, sedimentation and settlement in order to determine if these hazards can be adequately mitigated.

Primary Implement Programs	
HSIP-2	Geologic, Flooding and Other Hazard Maps
HSIP-3	Geotechnical Review Procedures

- HS2.3     **Minimize Geological Hazards.** Require all geologic hazards be adequately addressed and mitigated through project development. Development proposed within areas of potential geological hazards shall not be endangered by, nor contribute to, the hazardous conditions on the site or on adjoining properties.



Primary Implement Programs	
HSIP-2	Geologic, Flooding and Other Hazard Maps
HSIP-3	Geotechnical Review Procedures

- HS2.4 **Seismic Safety.** Assure existing and new structures are designed to protect people and property from seismic hazards.

Primary Implement Programs	
HSIP-1	Building Code Update
HSIP-10	Unreinforced Masonry Buildings

- HS2.5 **Potential Hazardous Soils Conditions.** Evaluate new development on sites which may have involved hazardous materials prior to development approvals.

Primary Implement Programs	
HSIP-2	Geologic, Flooding and Other Hazard Maps
HSIP-3	Geotechnical Review Procedures
HSIP-12	Hazardous Soils

- HS2.6 **Hazardous Materials Storage and Disposal.** Require proper storage and disposal of hazardous materials to prevent leakage, potential explosions, fires, or the escape of harmful gases, and to prevent individually innocuous materials from combining to form hazardous substances, especially at the time of disposal.

Primary Implement Programs	
HSIP-3	Geotechnical Review Procedures
HSIP-4	Hazardous Waste Management
HSIP-5	Pipeline Safety Ordinance
HSIP-11	Hazardous Materials Storage Tanks

- HS2.7 **Hazardous Waste Management.** Support measures to responsibly manage hazardous waste to protect public health, safety and the environment, and support state and federal safety legislation to strengthen requirements for hazardous materials transport.



Primary Implement Programs	
HSIP-4	Hazardous Waste Management

- HS2.8 **Flood Hazards.** Assure existing and new structures are designed to protect people and property from the threat of potential flooding. New development shall be designed to provide protection from potential impacts of flooding during the "1% chance" or "100-year" flood.

Primary Implement Programs	
HSIP-2	Geologic, Flooding and Other Hazard Maps

- HS2.9 **Rise in Sea Level.** Coordinate with local, regional, state, and federal agencies regarding potential rise in sea level.

Primary Implement Programs	
HSIP-2	Geologic, Flooding and Other Hazard Maps

- HS2.10 **Erosion.** Provide appropriate control measures in conjunction with proposed development in areas susceptible to erosion.

Primary Implement Programs	
HSIP-2	Geologic, Flooding and Other Hazard Maps
HSIP-3	Geotechnical Review Procedures
OSIP-1	Habitat Protection Ordinance
OSIP-2	Riparian and Stream Restoration Programs

### HS3 PREPARE FOR EMERGENCY SITUATIONS. ENSURE GOVERNMENT AGENCIES, CITIZENS AND BUSINESSES ARE PREPARED FOR AN EFFECTIVE RESPONSE AND RECOVERY IN THE EVENT OF EMERGENCIES OR DISASTERS.

- HS3.1 **Emergency Response.** Continue to provide essential emergency public services during natural catastrophes.

Primary Implement Programs	
See Community Services and Facilities Element Programs	



- HS3.2 **Disaster Preparedness Planning.** Undertake disaster preparedness planning in cooperation with other public agencies and appropriate public-interest organizations.

Primary Implement Programs
See Community Services and Facilities Element Programs

- HS3.3 **Hazard Awareness.** Publicize disaster plans and promote resident awareness and caution regarding hazards, including soil instability, earthquakes, flooding, and fire .

Primary Implement Programs
See Community Services and Facilities Element Programs

- HS3.4 **Access for Emergency Vehicles.** Provide adequate access for emergency vehicles and equipment.

Primary Implement Programs
See Community Services and Facilities Element Programs CIP-26      Emergency Vehicle Access

- HS3.5 **Public Facilities.** Locate and design emergency buildings and vital utilities, communication systems and other public facilities so that they remain operational during and after an emergency or disaster.

Primary Implement Programs
HSIP-2      Geologic, Flooding and Other Hazard Maps HSIP-3      Geotechnical Review Procedures

HS4 **NEW DEVELOPMENT NOISE STANDARDS.** ENSURE ALL NEW DEVELOPMENT COMPLIES WITH THE NOISE STANDARDS ESTABLISHED IN THE PINOLE HEALTH AND SAFETY ELEMENT AND PREVENT ALL NEW NOISE SOURCES FROM INCREASING THE EXISTING NOISE LEVEL ABOVE ACCEPTABLE STANDARDS.

- HS4.1 **Noise Levels in New Residential Projects.** New residential development projects shall meet acceptable exterior noise level standards. The "normally acceptable" noise standards for new land uses are established in Land Use



Compatibility for Community Exterior Noise Environments (as shown below), which shall be modified by Policies HS4.2, HS4.3, HS4.4, HS4.5, HS4.6, HS4.7 and HS4.8, below.

Primary Implement Programs	
HSIP-6	Use of Noise Standards

#### Land Use Compatibility for Community Noise Environments

Land Use Type	Exterior Noise Exposure (Ldn or CNEL, dB)					
	55	60	65	70	75	80
Residential, Hotels and Motels	Normally Acceptable		Conditionally Acceptable		Unacceptable	
Outdoor Sports and Recreation, Neighborhood Parks and Playgrounds	Normally Acceptable		Conditionally Acceptable		Unacceptable	
Schools, Libraries, Museums, Hospitals, Personal Care, Meeting Halls, Churches	Normally Acceptable		Conditionally Acceptable		Unacceptable	
Office Buildings, Business Commercial, and Professional	Normally Acceptable		Conditionally Acceptable		Unacceptable	
Auditoriums, Concert Halls, Amphitheaters	Conditionally Acceptable		Conditionally Acceptable		Unacceptable	
Industrial, Manufacturing, Utilities and Agriculture	Normally Acceptable		Conditionally Acceptable		Unacceptable	

#### Normally Acceptable

Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.

#### Conditionally Acceptable

Specified land use may be permitted only after detailed analysis of the noise reduction requirements and needed noise insulation features included in the design.

#### Unacceptable

New construction or development should generally not be undertaken because mitigation is usually not feasible to comply with Noise Element policies.



- HS4.2 **Outdoor Noise Levels.** The goal for maximum outdoor noise levels in residential areas is an Ldn of 60 dB. This level is a requirement to guide the design and location of future development and is a goal for the reduction of noise in existing development. However, 60 Ldn is a goal which cannot necessarily be reached in all residential areas within the realm of economic or aesthetic feasibility. This goal will be applied where outdoor use is a major consideration (e.g., backyards in single-family housing developments and recreation areas in multi-family housing projects). The outdoor standard will not normally be applied to the small decks associated with apartments and condominiums but these will be evaluated on a case-by-case basis. Where the city determines that providing an Ldn of 60 dB or lower outdoors is not feasible, the outdoor goal may be increased to an Ldn of 65 dB at the discretion of the Planning Commission.

Primary Implement Programs	
HSIP-6	Use of Noise Standards

- HS4.3 **Indoor Noise Levels.** The indoor noise level as required by the State of California Noise Insulation Standards must not exceed an Ldn of 45 dB in new housing units.

Primary Implement Programs	
HSIP-8	State Noise Insulation Standards

- HS4.4 **Indoor Instantaneous Noise Levels.** Interior noise levels in new single-family and multi-family residential units exposed to an Ldn of 60 dB or greater should be limited to a maximum instantaneous noise level in the bedrooms of 50 dBA. Maximum instantaneous noise levels in other rooms should not exceed 55 dB. The typical repetitive maximum instantaneous noise level at each site would be determined by monitor. Examples would include truck passbys on busy streets, train passbys and train warning whistles.

Primary Implement Programs	
HSIP-6	Use of Noise Standards

- HS4.5 **Impacts of Train Noise.** If the noise source is a railroad, then the outdoor noise exposure criterion should be 70 Ldn for future development, recognizing that train noise is characterized by relatively few loud events.



Primary Implement Programs	
HSIP-6	Use of Noise Standards

- HS4.6 **New Commercial, Industrial and Office Noise Standards.** Appropriate interior noise levels in commercial, industrial, and office buildings are a function of the use of space and shall be evaluated on a case-by-case basis. Interior noise levels in offices generally should be maintained at 45 Leq (hourly average) or less.

Primary Implement Programs	
HSIP-6	Use of Noise Standards

- HS4.7 **Areas Below Desired Noise Standards.** These guidelines are not intended to be applied reciprocally. In other words, if an area currently is below the desired noise standards, an increase in noise up to the maximum should not necessarily be allowed. The impact of a proposed project on an existing land use should be evaluated in terms of the increase in existing noise levels and potential for adverse community impact, regardless of the compatibility guidelines.

Primary Implement Programs	
HSIP-6	Use of Noise Standards

- HS4.8 **Non-Transportation Related Noise Sources.** For non-transportation related noise sources, noise levels outdoors should not exceed the limits in the table below. Interior noise levels shall be 15 decibels lower than those shown in the table.

Primary Implement Programs	
HSIP-6	Use of Noise Standards
HSIP-8	State Noise Insulation Standards

- HS4.9 **Noise Environment in Existing Residential Areas.** Protect the noise environment in existing residential areas. In general, the City will require the evaluation of mitigation measures for projects under the following circumstances:
- The project would cause the Ldn to increase 3 dB(A) or more.
  - Any increase would result in an Ldn greater than 60 dB(A).
  - The Ldn already exceeds 60 dB(A).



- d. The project has the potential to generate significant adverse community response.

Primary Implement Programs	
HSIP-6	Use of Noise Standards

HS4.10 **Mitigating the Effects of Noise on Adjacent Properties.** Require proposals to reduce noise impacts on adjacent properties through the following and other means, as appropriate:

- Screen and control noise sources such as parking, outdoor activities and mechanical equipment.
- Increase setbacks for noise sources from adjacent dwellings.
- Wherever possible do not remove fences, walls or landscaping that serve as noise buffers, although design, safety and other impacts must be addressed.
- Use soundproofing materials and double glazed windows.
- Control hours of operation, including deliveries and trash pickup to minimize noise impacts.

Primary Implement Programs	
HSIP-6	Use of Noise Standards

**GOAL HS5 REDUCE EXISTING OBJECTIONABLE NOISE SOURCES.**  
ELIMINATE OR REDUCE NOISE FROM EXISTING OR OBJECTIONABLE NOISE SOURCES.

HS5.1 **Commercial or Industrial Source Noise.** Noise created by commercial or industrial sources associated with new projects or developments shall be controlled so as not to exceed the noise level standards set forth in the table below (Maximum Allowable Noise Exposure for Stationary Noise Sources), as measured at any affected residential land use.

Primary Implement Programs	
HSIP-6	Use of Noise Standards
HSIP-7	Noise Ordinance

HS5.2 **New Noise Reducing Technologies.** Support and employ new noise reducing technologies in the development and maintenance of local and regional infrastructure.



### Primary Implement Programs

HSIP-6	Use of Noise Standards
HSIP-8	State Noise Insulation Standards

#### Maximum Allowable Noise Exposure for Stationary Noise Sources (1)

	Daytime (5) (7 AM to 10 PM)	Nighttime (2,5) (10 PM to 7 AM)
Hourly Leq, DB (3)	55	45
Maximum Level, dB (3)	70	65
Maximum Level, dB - Impulsive Noise (4)	65	60

(1) As determined at the property line of the receiving land use. When determining the effectiveness of noise mitigation measures, the standards may be applied on the receptor side of noise barriers or other property line noise mitigation measures.

(2) Applies only where the receiving land use operates or is occupied during nighttime hours.

(3) Sound level measurements shall be made with "slow" meter response.

(4) Sound level measurements shall be made with "fast" meter response.

(5) Allowable levels shall be raised to the ambient noise levels where the ambient levels exceed the allowable levels. Allowable levels shall be reduced 5 dB if the ambient hourly Leq is at least 10 dB lower than the allowable level.

## 8.6 Health and Safety Implementing Programs

- HSIP-1 **Building Code Update.** Update the Building and other codes as necessary to address earthquake, fire and other hazards and support programs for the identification, abatement or mitigation of existing hazardous structures.
- HSIP-2 **Geologic, Flooding and Other Hazard Maps.** Maintain detailed hazard maps for use in development review.



HSIP-3

**Geotechnical Review Procedures.** Update City guidelines establishing geotechnical review procedures, including but not limited to, the content of geologic feasibility reports and design level geotechnical reports, and the credentials of the authors of such reports. Considerations include:

- a. Establish a Fault Studies Zone along the Pinole fault, within which investigations into the potential for fault ground rupture would be required for certain projects, such as hospitals or fire stations.
- b. Establish procedures addressing the type(s) of investigation, minimum report guidelines, minimum standards, technical review of reports submitted to the City, and enforcement of recommendations contained in the reports and City policy.
- c. Define types of projects and areas within the planning area which trigger report requirements for engineering geologic and/or geotechnical (soil and foundation engineering) reports to address these concerns.
- d. Require engineering geologic reports: (a) for certain projects within a Fault Studies Zone; and (b) for certain projects in hillside and flatland areas and within 50 feet of creekbanks.
- e. Require geotechnical reports for: (a) additions imposing significant new loads on existing foundations; (b) projects involving significant grading, particularly where located on a slope (e.g. swimming pools, basements); (c) repair of foundation distress; (d) landslide repairs; and (e) repair of distressed retaining walls over 4 feet in height.
- f. Require the engineering geologist of record (where one is required on the project) to be an engineering geologist certified by the State of California.
- g. Require the geotechnical consultant of record to be a registered civil engineer who holds a valid authorization to use the title "soil engineer" as provided in Section 6736.1 of the State of California Business and Professions Code.
- h. Continually revise the existing database to indicate those sites with geologic/geotechnical reports on file.

HSIP-4

**Hazardous Waste Management.** Work with Contra Costa County, other cities in the county and other jurisdictions on implementing measures of the County Hazardous Waste Management Plan and the City of Pinole Household Hazardous Waste Element.



- HSIP-5     **Pipeline Safety Ordinance.** Investigate alternatives and consider adopting an ordinance to assure pipeline safety when construction occurs. New developments should underground all gas, electric and communication lines, screen facilities (i.e. transformers) and provide underground connections when feasible, to improve public safety and the City's appearance.
- HSIP-6     **Use of Noise Standards.** Review development proposals to assure consistency with noise standards. The City will use the Future Noise Contours map (available at the Pinole Community Development Department) to determine if additional noise studies are needed for proposed development.
- HSIP-7     **Noise Ordinance.** Adopt a noise ordinance to regulate noise generating activities.
- HSIP-8     **State Noise Insulation Standards.** Use the adopted Health and Safety Element as a guideline for compliance with the State's noise insulation standards by providing noise contour information around all major sources in support of the sound transmission control standards (Chapter 2-35, Part 2, Title 24, California Administrative Code).
- HSIP-9     **Transportation of Hazardous Materials.** Work with Contra Costa County, other cities in the county and other jurisdictions in establishing standards for the transportation of hazardous wastes through West County and the City.
- HSIP-10    **Unreinforced Masonry Buildings.** Implement actions to address safety issues related to Unreinforced Masonry Buildings (URMB) in coordination with Historic Preservation policies and programs.
- HSIP-11    **Hazardous Materials Storage Tanks.** A comprehensive investigation of hazardous materials storage tanks should be undertaken for specific sites when development is proposed. The potential hazard of any tanks or former tank sites found should then be evaluated using California EPA and local regulatory guidelines, and remediated.
- HSIP-12    **Hazardous Soils.** Sites within Pinole which are contaminated with hazardous substances should be cleaned through decontamination of soils and filtration of ground water.



CITY OF PINOLE - GENERAL PLAN

City Limit (extends beyond  
map into San Pablo Bay)



A larger, more detailed map is on file  
with the City of Pinole Community  
Development Department

This base map was developed  
primarily for General Planning  
usage. The City of Pinole is not  
responsible nor liable for use of this  
map beyond its intended purpose.

LANDSLIDE KEY			
Qls 2343			
State of Activity	Certainty of Identification	Dominant Type of Movement	Thickness of Deposit
1=Active or Recently Active 2=Dormant	1=Definite 2=Probable 3=Questionable	1=Slump-Flow Complex 2=Debris Slide 3=Debris Flow 4=Slump (rotational)	1=Less than 5 Feet 2=5 to 15 Feet 3=Greater than 15 Feet

LEGEND			
<b>Qef</b>	Existing Fill (Holocene)		Geological Contact: dashed where approximate, dotted where concealed, queried where uncertain; bar at end indicates where obscured by extensive grading and/or development
<b>Qc</b>	Colluvium (slope deposits - Holocene)		
<b>Qyaf</b>	Younger Alluvial Fans (stream deposits - Holocene)		
<b>Qbm</b>	Bay Mud (Holocene)		Fault, solid where approx. dashed where concealed
<b>Qls</b>	Landslide (Holocene/Pleistocene)		Bedrock Outcrop
<b>Qoaf</b>	Older Alluvial Fans (stream deposits - Pleistocene)		Bedding Orientation; dip shown where known
<b>Tbu</b>	Undifferentiated Bedrock (Miocene and Pliocene)		Soil Creep
			Gullying (erosion)
			Approximate Landslide Location; year indicated where known
			Cut Slope
			Fill Slope
			Pinole Fault Studies Zone, considered potentially active
			Landslide: hashures indicate scarp area; arrow indicates direction of movement















***Section 9***



**Growth Management  
Element**

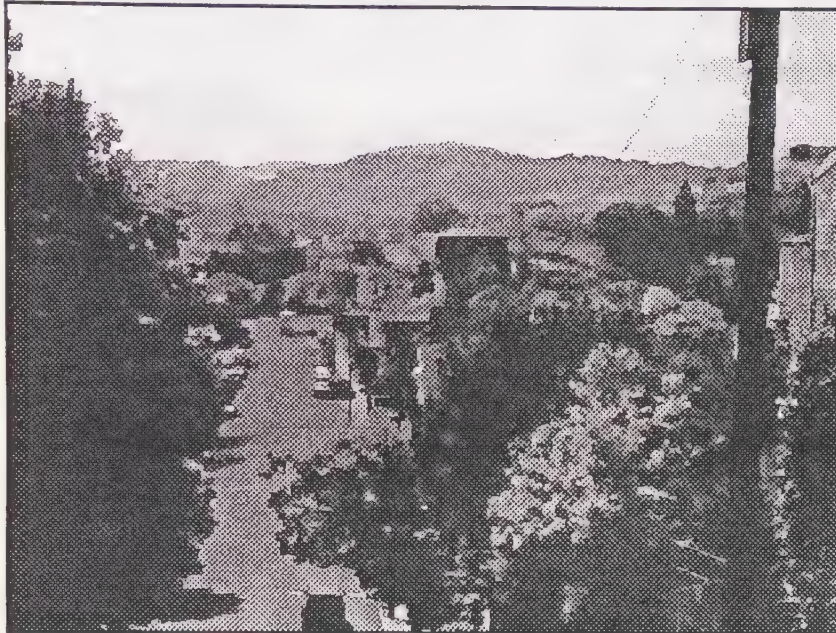






## Section 9

# Growth Management Element



## 9.1 Introduction

The purpose of the Growth Management Element of the Pinole General Plan is to establish policies and level of service standards for growth management and traffic, and performance standards for fire, police, parks, sanitary facilities, water and flood control in order to ensure generally that public facilities are provided consistent with adopted standards. By adopting and implementing this Element, the City of Pinole intends to establish a comprehensive, long-range program that will match the demands for public facilities generated by new development or redevelopment of parcels with plans, capital improvement programs and development mitigation programs to ensure those facilities are provided at an appropriate time and level. Specific purposes of the Growth Management Element are to:

- (1) Attain a new level of mutually beneficial communication and coordinated planning between Pinole and its neighboring jurisdictions, other public agencies and regional agencies.
- (2) Provide community facilities, commercial services and amenities easily accessible to and from residential neighborhoods.
- (3) Provide a safe, attractive and efficient circulation system that ensures ongoing convenient access to all residential, business and recreational areas by all modes of transportation.
- (4) Guide future growth so that the community even when "Built Out," remains an attractive, uncrowded and pleasant place to live and work.



The Growth Management Element is not intended to supersede the goals or policies of the other elements of the general plan. When other elements of the General Plan are updated it may be appropriate to amend the Growth Management Element to ensure an internally consistent and comprehensive set of City goals, policies and implementing programs.

## 9.2 Growth Management Element Requirements

In November 1988, the voters of Contra Costa County approved Measure C (Transportation). That action established a .5% sales tax Countywide. Measure C requires that revenues from that tax be dedicated to transportation projects in Contra Costa County and to the implementation of a Growth Management Initiative by all the Cities and the County. Measure C provides funding for three general categories of transportation projects:

- (1) Projects identified in Measure C;
- (2) Paratransit programs; and
- (3) Transportation projects funded by Local Street Maintenance and Improvement, or "Return-to-Source" funds.

"Return-to-Source" funds are revenues derived from the additional sales tax which are distributed to participating general purpose governments in Contra Costa County. The system of distribution is based on a formula which includes the jurisdiction's population and the miles of streets and highways within the jurisdiction. Measure C requires that in order to receive "Return-to-Source" funds, participating jurisdictions prepare a Growth Management Element and participate in other regional transportation planning initiatives designated in the Implementation Guide. This Element satisfies that requirement for the City of Pinole and is consistent with the standards established by Measure C and the Contra Costa Transportation Authority (CCTA) in the Implementation Guide adopted in 1990.



While a Growth Management Element is not a state-mandated general plan element, the Growth Management Element of the Pinole General Plan is adopted pursuant to the authority granted to local jurisdictions by Section 65303 of the Government Code of the State of California, which states:

*"The general plan may include any other elements or address other subjects which, in the judgement of legislative body, relate to the physical development of the county or city."*

As required by Measure C, the Growth Management Element of the Pinole General Plan must: (a) establish traffic Level of Service (LOS) standards; (b) implement a regional Action Plan for routes of regional significance in conjunction with other West County jurisdictions; (c) establish local service standards for public facilities and services, including police, fire, parks, water, sanitation and flood control; and (d) establish programs to achieve adopted standards. In addition, all jurisdictions must have an



adopted Housing Element by 1992 that meets the requirements of the State Department of Housing and Community Development (HCD). Pinole's Housing Element, adopted in November, 1991, has been approved by HCD in a letter dated November 12, 1991. By having a legally adequate Housing Element with Implementing Programs reflected in a five-year Capital Improvement Program, the City can comply with proposed Measure C and Proposition 111 requirements, enabling the City to receive much-needed funds for street improvements.

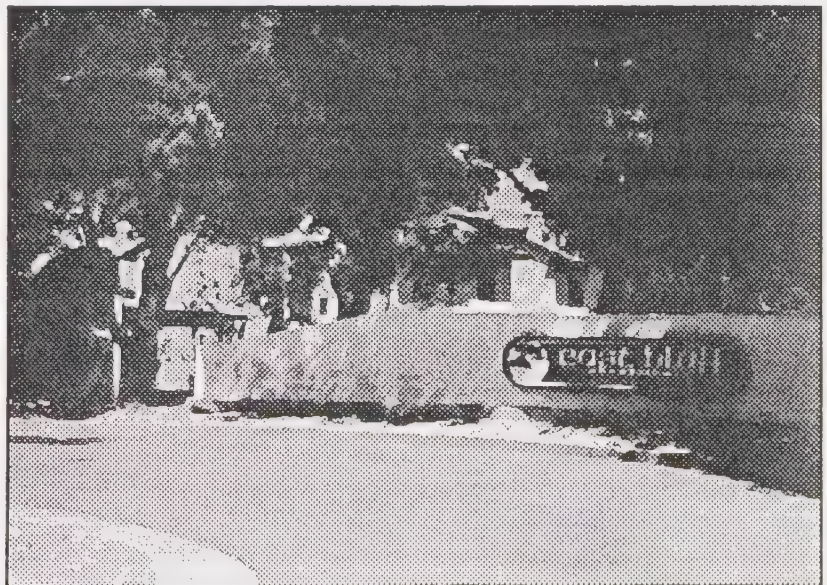
### 9.3 Growth Management Background

Population projections for the Pinole Planning Area are summarized in the Land Use and Economic Development Element. The information below focuses more specifically on factors related to the rate and type of growth and its implications for the quality of life in Pinole.

#### *Jobs/Housing Balance*

For purposes of the Growth Management Element, jobs/housing balance is defined as the reasonable opportunity for people to live and work within a defined area which generally encompasses the City's Sphere of Influence (SOI). Three components of jobs/housing balance were analyzed: (1) The number of jobs as a percent of the number of employed residents (i.e., Total Jobs/Total Employed Residents); (2) average household income, and the implicit relationship between income and the ability to pay housing costs; and (3) the amount of vacant land by current zoning designation. Maintaining a reasonable jobs/housing balance is important because it:

- (1) Reduces the need for residents to use regional transportation infrastructure;
- (2) Reduces the amount of household income which must be used for transportation costs;
- (3) Has positive environmental impacts, because of overall reduction in commute trips;
- (4) Reduces the amount of time residents must spend commuting, and allows the use of that time for leisure activities; and
- (5) Is important to the overall health and vitality of the community, by creating greater opportunities for community involvement and interaction.





The Pinole Planning Area is projected to grow in the Pinole Planning Area by about 3,200 people between 1990 and 2010 (a 12% increase). The number of households is expected to increase by 1,300 between 1990-2010 (a 14% increase). The average household size is projected to decrease from 2.86 in 1990 to 2.79 persons/household in 2010. Demographic trends which affect policy which can be concluded from the background information include:

1. **Significant increase in population between 1980-1990 with little increase in ability to provide services.** There was a 32% increase in population between 1980-1990 with little increased ability to provide services. There will be increases in households and population with a continuing need to provide services. Increasing state and federal requirements and costs also impact the City's ability to provide services.
2. **The growth rate of local employment opportunities exceeds the growth rate in the number of employed residents, providing local work for Pinole Planning Area residents.** Between 1990-2010, based solely in the number of jobs and employed residents in the City, Pinole is anticipated to increase the ratio of employed residents to jobs from 2.7 to 2.3 employed residents/job. The number of employed residents is expected to increase 1,108 over the next twenty years, while the number of local jobs is expected to increase by 1,440.
3. **Housing development is anticipated to slow down dramatically over the next twenty years.** Most large sites have been built-out. Opportunities exist for infill housing and mixed use development.
4. **The high cost of market rate housing in conjunction with increase in lower paying employment opportunities, reinforces the need to provide affordable housing programs through the Housing Element.** While the number of jobs is expected to increase, many will be at salary levels that are below what is needed to afford market rate housing in Pinole. This is consistent with the current demographic make-up of the community. The Housing Element estimates that of the 5,580 households in Pinole in 1989, only 2,100 (37%) had an annual income over \$49,476, which would be considered sufficient to qualify for the average priced home (\$143,672 in 1989 according to the Contra Costa County Board of Realtors).

#### *Housing Needs Identified in the Housing Element*

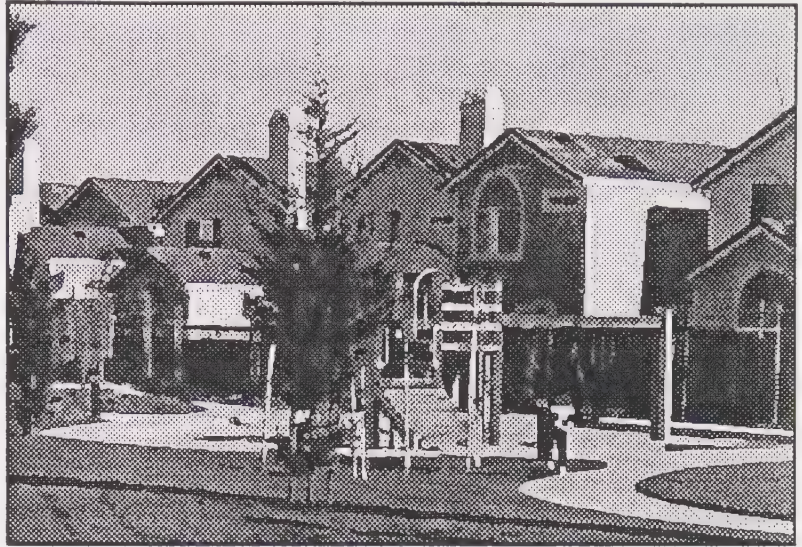
The Association of Bay Area Governments (ABAG) has produced housing need figures for Pinole from 1988 to 1995 for various types of housing and income groups, as they are required to do for every city and county in the Bay Area. ABAG's determination of the local share of the regional housing need takes into consideration the following factors: market demand for housing; employment opportunities; availability of suitable sites and public facilities; commuting patterns; and the type and tenure of housing.

Based on building permits issued from 1988 to 1990, Pinole has already exceeded its 1988-1995 total unit requirement. The City has completed a full land use analysis of



potential housing sites within the City which concludes that there are sufficient sites with the potential to meet the City's housing needs at all income levels. The Housing Element of the Pinole General Plan has been approved by the California State Department of Housing and Community Development (HCD) and was incorporated into Pinole's General Plan in November of 1991.

Most of the vacant or redevelopable sites that are designated on the General Plan for single family or multiple family use within the Pinole Planning Area are infill lots of 3.5 acres or less. These lots have in-place most of the necessary infrastructure to be developed and are within the existing service areas of the City's Police and Fire Departments.



#### *Traffic Capacity*

Pinole, as part of the Measure C initiative, has participated in the development of the West County Traffic Model, and will be developing specific standards for traffic level of service and standards for the provision of other facilities and services based on the Model and on the subregional Action Plan for Regional Routes. Measure C established two basic categories of routes: (1) Routes of Regional Significance; and (2) Basic Routes.

Routes of Regional Significance are addressed on a regional basis by an Action Plan for Regional Routes. In West Contra Costa County, the Action Plan for Regional Routes is being developed by the West Contra Costa Transportation Advisory Committee (WCCTAC). The Regional Route System adopted by WCCTAC is attached to the Growth Management Element. Actions to improve Basic Routes are addressed on a local level through the development of other General Plan Implementation Programs and the City's Capital Improvement Program (CIP).

The relative congestion of roadways and intersections is measured by dividing the peak period traffic volume by the observed capacity of the roadway segment or intersection. The resulting ratios, called Volume to Capacity or V/C ratios, range from 0 to 1.00. These V/C ratios are classified into six levels of service (LOS). In brief, LOS ranks the quality of the roadway and intersection operations based on a scale of A through F, from best to worst. When the V/C ratio of an intersection reaches 1.00, the intersection is "at capacity" and is described as operating at level of service E. When the V/C ratio exceeds 1.00, the intersection is then said to be operating at LOS F, and the capacity of the intersection has been exceeded.

The City has adopted Traffic Level of Service Standards (see Circulation Element). Currently, all roadways meet City standards. City standards keyed to land use types are as follows:



- |    |                            |   |
|----|----------------------------|---|
| 1. | Rural:                     | LOS low C (Volume to Capacity Ratio of .70 to .74). |
| 2. | Semi-Rural:                | LOS high C (V/C Ratio of .75 to .79).               |
| 3. | Suburban:                  | LOS low D (V/C Ratio of .80 to .84).                |
| 4. | Urban:                     | LOS high D (V/C Ratio of .85 to .89).               |
| 5. | Central Business District: | LOS low E (V/C Ratio of .90 to .94).                |

The West County computerized traffic model, developed in conjunction with Contra Costa County, the five West Contra Costa County cities and the local transit agencies, can be used to analyze existing and anticipated traffic levels impact on Basic and Regional Routes. The model integrates transportation demands in the cities of El Cerrito, Hercules, Pinole, Richmond and San Pablo, and the surrounding unincorporated areas, including Bay Area-wide through traffic along the major travel corridors.

#### *West County Action Plan*

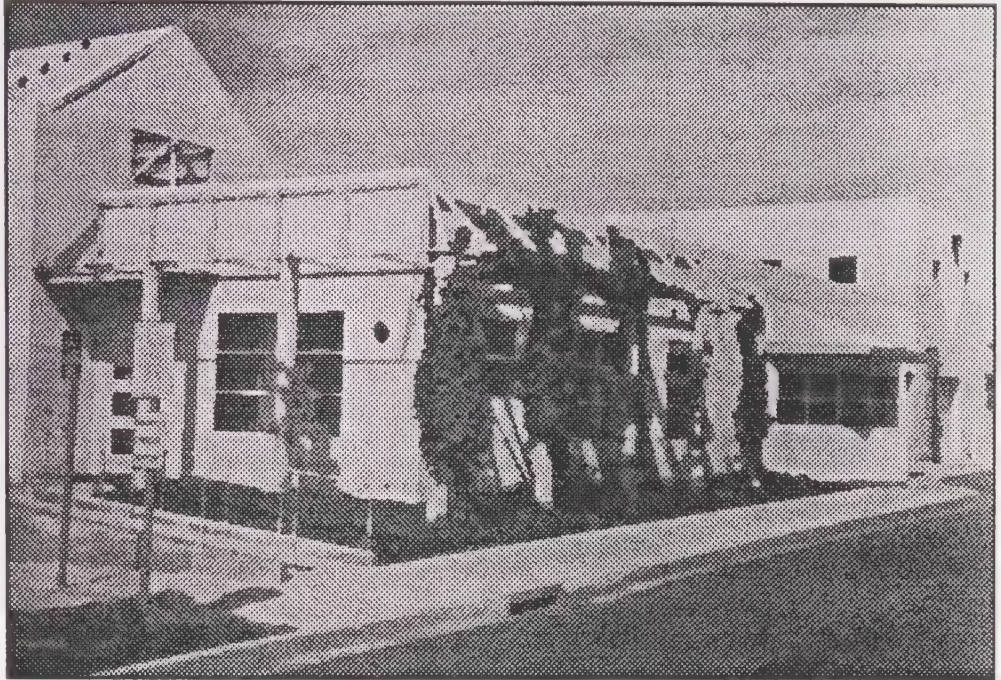
The West County Action Plan is a program of improvements to be carried out by the members of the West Contra Costa County Advisory Committee (WCCTAC) to improve and maintain the network of regional routes in West Contra Costa County. The five cities, the County, BART and the other transit agencies will combine their efforts to ensure that traffic and transit facilities can handle the needs of the community into the future, to the year 2010 and beyond.



The Action Plan is required by Measure C, as part of the Growth Management Initiative, and is being prepared for adoption by the WCCTAC Principal Planner in conjunction with the member staffs and consultants and including background work by CCTA consultants. It is the intention of Measure C that the Regional Transportation Planning Committee (WCCTAC) prepare Action Plans which reflect a regional view of



transportation needs and issues, and that ultimately, implementing actions and projects for the improvement of the regional routes are funded and carried out through local Capital Improvement Programs, Return to Source Funding and Measure C project funding. The regions will independently decide what improvement actions are suitable and will carry them out by jurisdiction.



#### *Description of Other Service Capability*

This Growth Management Element will tie the level of service for fire, police, traffic, water, sewer and parks to a Five-Year Capital Improvement Program and to the City's development potential under the Land Use Element of the General Plan. The intent is to plan for adequate services and facilities to accommodate projected development. The cost of providing city services to a predominantly residential community is an ongoing problem. Some of the issues related to adequate transportation and other facilities and services in the community are:

- (1) The rising costs of providing services to a predominantly residential community.
- (2) The costs of new and improved public facilities to serve the residents of Pinole.
- (3) Traffic on residential streets and lack of alternative modes of transportation.
- (4) Diversions caused by commute traffic flow.
- (5) City street connections for enhanced in-City circulation.
- (6) Coordination with neighboring jurisdictions.

## **9.4 Growth Management Goals**

GM1 **COORDINATED REGIONAL PLANNING.** Attain a level of mutually beneficial communication and coordinated planning among the City of Pinole and its neighboring jurisdictions and other public and regional agencies in the provision of adequate services and facilities, and housing and employment opportunities.



- GM2 **ADEQUATE COMMUNITY AND COMMERCIAL SERVICES AND FACILITIES.** Provide community services and facilities and commercial services and amenities which are accessible from all residential neighborhoods.
- GM3 **PROVIDE SAFE, ATTRACTIVE AND EFFICIENT CIRCULATION.** Provide a safe, attractive and efficient circulation system that ensures ongoing convenient access to all residential, commercial and community areas and to neighboring jurisdictions.
- GM4 **GUIDE, CONTROL AND MONITOR FUTURE GROWTH.** Guide, control and monitor future growth to ensure that the goals and values of the citizens of Pinole as expressed in the General Plan are maintained and enhanced.

## 9.5 Growth Management Policies

**GOAL GM1 COORDINATED REGIONAL PLANNING.** ATTAIN A LEVEL OF MUTUALLY BENEFICIAL COMMUNICATION AND COORDINATED PLANNING AMONG THE CITY OF PINOLE AND ITS NEIGHBORING JURISDICTIONS AND OTHER PUBLIC AND REGIONAL AGENCIES IN THE PROVISION OF ADEQUATE SERVICES AND FACILITIES, AND HOUSING AND EMPLOYMENT OPPORTUNITIES.

- GM1.1 **West Contra Costa County Planning Activities.** Achieve efficient public service delivery by coordinating with affected jurisdictions and agencies concerning public and private developments.

Primary Implementing Programs	
GMIP-1	Measure C and Growth Management Initiatives
GMIP-2	Regional Development Mitigation Program
CIP-8	Regional Traffic Impacts

- GM1.2 **Regional Jobs/Housing Balance.** Consistent with the Land Use and Economic Development Element of the Pinole General Plan, encourage reasonable opportunity for people to live and work within West County (see Policy LU7.3).

Primary Implementing Programs	
GMIP-3	Housing Element Programs
HIP-13	Redevelopment Agency (Housing)



**GOAL GM2 ADEQUATE COMMUNITY AND COMMERCIAL SERVICES AND FACILITIES. PROVIDE COMMUNITY SERVICES AND FACILITIES AND COMMERCIAL SERVICES AND AMENITIES WHICH ARE ACCESSIBLE FROM ALL RESIDENTIAL NEIGHBORHOODS.**

- GM2.1 Plan for Public Facility and Service Needs.** Future development shall be planned based on public facility and service capacity; community-wide needs; sound Citywide and neighborhood planning; and public improvement programming.

Primary Implementing Programs	
GMIP-5	Monitor Service Standards
GMIP-6	Update Service Standards
GMIP-7	Growth Management Capital Projects
LUIP-37	MonTaraBay Annexation Implementation

- GM2.2 Provide Other Needed Services.** Provide convenient and pleasant recreational, civic, and commercial facilities to support the residential qualities of Pinole, including:

- Through redevelopment, additional commercial development will be generated and some of the burden of supporting public services can be shifted from increased dependency on the property taxes to revenue from sales taxes generated by regionally-drawn new businesses.
- The City should continue to operate in the most efficient and cost-effective ways to provide the services the community needs and wants, while holding the line on unnecessary expenditures.
- Provide specific residential recreational and park standards in an updated Open Space Element.

Primary Implementing Programs	
GMIP-5	Monitor Service Standards
GMIP-6	Update Service Standards
GMIP-7	Growth Management Capital Projects
LUIP-37	MonTaraBay Annexation Implementation

- GM2.3 Establish Service Standards.** Assure that the needs of the city's current and future population achieve and maintain a level of service consistent with or exceeding the City's adopted performance standards for parks, fire and police facilities, sanitary facilities, water services and flood control as shown in the Growth Management Element.



Primary Implementing Programs	
GMIP-5	Monitor Service Standards
GMIP-6	Update Service Standards
GMIP-7	Growth Management Capital Projects
LUIP-37	MonTaraBay Annexation Implementation

GMIP-5	Monitor Service Standards
GMIP-6	Update Service Standards
GMIP-7	Growth Management Capital Projects
LUIP-37	MonTaraBay Annexation Implementation

- GM2.4 **Costs of New Development.** Ensure that any new development in the City pays its share of the costs associated with the provision of facilities for fire, police, schools, parks, sanitary facilities, water, and flood control necessitated by it, by attaching project specific mitigation requirements as conditions of approval. *(Note: Measure C policy relating to contributions for improvements)*

Primary Implementing Programs	
GMIP-8	Growth Management Fees

GMIP-8	Growth Management Fees
--------	------------------------

**GOAL GM3 PROVIDE SAFE, ATTRACTIVE AND EFFICIENT CIRCULATION.** PROVIDE A SAFE, ATTRACTIVE AND EFFICIENT CIRCULATION SYSTEM THAT ENSURES ONGOING CONVENIENT ACCESS TO ALL RESIDENTIAL, COMMERCIAL AND COMMUNITY AREAS AND TO NEIGHBORING JURISDICTIONS.

- GM3.1 **Provide Adequate Transportation Facilities and Services.** Provide adequate transportation facilities and alternatives which improve accessibility of residential neighborhoods to the community and beyond, while maintaining neighborhood integrity. The following considerations are aimed at reducing traffic on residential streets and improving available transportation alternatives:

- Through-traffic should be discouraged as much as possible from residential streets.
- New commercial development should only be planned around the use of certain arterial corridors.
- Children, adults and senior citizens should be within walking distance of bus stops, schools and shops.
- Commuters should be able to easily reach the BART feeder system, whose operating hours should correspond to need.
- A shuttle bus, especially for seniors, at regular intervals throughout the City, as well as hiking and biking trails, is desirable.
- Maintenance of AC Transit, BART feeder and WestCat services.
- Measure C participation.
- Selection of BART station location.



Primary Implementing Programs	
GMIP-7	Growth Management Capital Projects
CIP-9	Transportation Mitigation
CIP-10	CIP (Roadway Improvements)

- GM3.2 **West Contra Costa County Transportation Planning Activities.** Participate effectively in regional transportation planning, especially the West Contra Costa Transportation Advisory Committee (WCCTAC).

Primary Implementing Programs	
GMIP-2	Regional Development Mitigation Program
CIP-6	TDM Ordinance
CIP-8	Regional Traffic Impacts
CIP-16	Coordinate with Transit Providers

- GM3.3 **Trips Within the Community.** Place a higher priority on facilitating trips with origins or destinations within the community than on efforts to provide improvements for through trips.

Primary Implementing Programs	
CIP-6	TDM Ordinance
CIP-8	Regional Traffic Impacts

- GM3.4 **Traffic Level of Service Map.** Maintain Level of Service standards which comply with requirements of Countywide Transportation Measure C as shown on the Circulation Plan in the Circulation Element of the Pinole General Plan, including standards for Regional Routes and Basic Routes.

Primary Implementing Programs	
GMIP-7	Growth Management Capital Projects
CIP-10	CIP (Roadway Improvements)
CIP-9	Transportation Mitigation
CIP-6	TDM Ordinance
CIP-8	Regional Traffic Impacts
CIP-12	Monitor Traffic Levels



- GM3.5 **Mobility-Impaired.** Provide convenient transportation systems for mobility-impaired individuals.

Primary Implementing Programs	
GMIP-1	Measure C and Growth Management Initiatives
CIP-6	TDM Ordinance
CIP-16	Coordinate with Transit Providers

- GM3.6 **Public Transit.** Encourage the development of a safe, efficient and reliable transit system, in coordination with the West Contra Costa Action Plan, to provide a convenient alternative to driving.

Primary Implementing Programs	
GMIP-1	Measure C and Growth Management Initiatives
CIP-6	TDM Ordinance
CIP-16	Coordinate with Transit Providers

**GOAL GM4 GUIDE, CONTROL AND MONITOR FUTURE GROWTH.** GUIDE, CONTROL AND MONITOR FUTURE GROWTH TO ENSURE THAT THE GOALS AND VALUES OF THE CITIZENS OF PINOLE AS EXPRESSED IN THE GENERAL PLAN ARE MAINTAINED AND ENHANCED.

- GM4.1 **Planning for Present and Future Community Needs.** Plan for, provide and maintain a level of public infrastructure facilities and services that adequately serves the present and future needs of the community.

Primary Implementing Programs	
GMIP-1	Measure C and Growth Management Initiatives
GMIP-4	Growth Management Element
LUIP-1	General Plan Land Uses
LUIP-2	Pinole Zoning Ordinance
LUIP-3	Grading and Subdivision Ordinances
LUIP-37	MonTaraBay Annexation Implementation



## 9.6 Growth Management Implementing Programs

GMIP-1 **Measure C and Growth Management Initiatives.** Participate in formulating and implementing requirements consistent with Measure C and Proposition 111, as follows:

- (1) Maintain adequate Growth Management and Housing Elements.
- (2) Participate in a local and regional growth management effort in accordance with the Measure C Growth Management Implementing Documents.
- (3) Establish and maintain local intersection Levels of Service (LOS) through conditions of approval on development and a seven-year Capital Improvement Program (CIP).
- (4) Participate in the development and implementation of the West County Action Plan for routes of regional significance.
- (5) Ensure that growth management initiatives are implemented through the local planning review process.
- (6) Submit annual compliance checklist and qualify for and spend Measure C and Proposition 111 Return to Source funding for local street maintenance and improvement.
- (7) Establish and maintain service standards for the following facilities and services:
  - a. Police.
  - b. Fire.
  - c. Parks and open space.
  - d. Sewer.
  - e. Water.
  - f. Flood control.
  - g. Schools.
- (8) Implement actions designed to attain traffic service objectives consistent with the adopted West County Action Plan.
- (9) Circulate environmental documents as specified in the West County Action Plan.
- (10) Submit to Regional Committee proposed revision(s) to West County Action Plan to mitigate impacts associated with proposed General Plan amendments over the threshold size specified in the adopted West County Action Plan.
- (11) Adopt standards for Basic Routes and procedures to implement standards.
- (12) Maintain standards at intersections on Basic Routes with the following exceptions:
  - a. Intersections where operations exceed adopted standards but which are expected to meet standards following implementation of projects in the adopted seven-year capital improvement program; and
  - b. Intersections subject to Findings of Special Circumstances.
- (13) Participate in multi-jurisdictional planning for intersections subject to Findings of Special Circumstances.



- (14) Implement mitigation measures adopted for intersections subject to Findings of Special Circumstances.
- (15) Participate in the conflict resolution process established by the CCTA in the Growth Management Implementation Documents as a means of resolving disputes between neighboring jurisdictions related to the Action Plan and other Measure C transportation-related issues.
- (16) Ensure that all new development bears a fair share cost of mitigating impacts on the City's ability to provide essential services.

GMIP-2 **Regional Development Mitigation Program.** Participate in the development and implementation of a regional or sub-regional development mitigation program based on any nexus established through the Action Plan process.

GMIP-3 **Housing Element Programs.** In accordance with the General Plan's Housing Element, provide housing opportunities in a variety of structure and tenure types for all economic sectors and compositions of households to maintain a jobs-housing balance as a method of potentially reducing commute trip lengths.

GMIP-4 **Growth Management Element.** Review and update the Growth Management Element as needed when any part of the General Plan is updated.

GMIP-5 **Service Standards.** Monitor and review Pinole's service standards on a periodic basis to comply with and maintain compliance with service standards for fire, police, parks, sewer, water, and flood control established in Pinole's Growth Management Element, and apply the standards to Pinole's development review process. (*Note: See Measure C Policy Relating To Performance Standards Monitoring and Review*)

GMIP-6 **Update Service Standards.** Update service standards as part of the General Plan Community Services and Facilities Element.

GMIP-7 **Growth Management Capital Projects.** Include capital projects, generally showing complete project cost and intended project phasing in Pinole's annual Seven-Year Capital Improvement Program review which are necessary to:

- (1) Maintain traffic standards established in Measure C.
- (2) Address the City's responsibilities under the adopted West Contra Costa Action Plan.
- (3) Maintain standards for fire, police, parks, sewer, water, and flood control established in Pinole's Growth Management Element.

(*Note: See Measure C program relating to Capital Improvement Program*)

GMIP-8 **Growth Management Fees.** In coordination with other programs identified in the General Plan, and in accordance with the Pinole Municipal Code, update and collect applicable fees to mitigate impacts of developments on the local and regional transportation system.



## 9.7 Growth Management Standards

Measure C requires that a jurisdiction's Growth Management Element address: (1) **Traffic Standards** as established in the Circulation Element of this Plan, by Measure C or by the West Contra Costa Action Plan as applicable to Pinole (*Measure C Traffic Service Standards and Programs*); and (2) **Service Standards** established by the City for fire, police, parks, sewer, water, and flood control (*Note: See Measure C Performance Standards for the Provision of Services*).

### Traffic Service Standards and Programs

Measure C establishes standards for traffic service through volume/capacity (V/C) ratios (see Definition Section for discussion of V/C). Measure C mandates the following traffic Level of Service (LOS) standards (see definitions in Table 5 "Traffic Level of Service") by land use categories:

- (1) **Rural:** LOS low-C (70 to 74) V/C
- (2) **Semi-Rural:** LOS high-C (75 to 79) V/C
- (3) **Suburban:** LOS low-D (80 to 89) V/C
- (4) **Urban:** LOS high-D (85 to 89) V/C
- (5) **Central Business District:** LOS low-E (90 to 94) V/C

The "City of Pinole Adopted Traffic Level of Service Standards" (as shown on the Circulation Plan map in the Circulation Element) shows maximum Levels of Service standards acceptable for Basic and Regional Routes in Pinole. All streets and highways not identified as Regional Routes map, also attached, are Basic Routes and, in accordance with the Implementation Documents, all signalized intersections on Basic Routes are subject to the standards listed above by land use category. See "City of Pinole Existing Traffic Level of Service" map for 1990 existing conditions at Pinole's signalized intersections (see Circulation Element).

### Service Standards for the Provision of Services

This section of the Growth Management Element establishes minimum service standards for fire, police, parks, sewer, water, and flood control as required by Measure C. All new development shall be approved only if the following service standards are met or if facilities proposed in a Seven-Year Capital Improvement Program can improve the City's ability to provide the minimum established service level:

#### *Parks and Recreation*

- (1) **Parks:** 2.0 acres of parks per 1,000 population.
- (2) **Community Recreation Center Facilities:** 1.0 square foot of Community recreation center space per capita.

#### *Fire*

Capital facilities sufficient to maintain the following service level:

- (1) **First Engine Company:** 5 minute response time in 90% of emergency calls.
- (2) **Water Requirements:** 3,500 gallons per minute (GPM) minimum on initial response assignment.



- (3) **Access Widths:** Turn-arounds with minimum inside turning radius of 37.5 feet.

#### *Police*

Capital facilities sufficient to maintain the following response time (for first unit):

- (1) **Code One (1) Service Calls:** 60 minutes (assignments are not urgent; however, they shall be completed at the earliest opportunity of the individual assigned).
- (2) **Code Two (2) Service Calls:** 15 minutes (assignments are urgent; but are not of an emergency nature - response is directly to the assignment).
- (3) **Code Three (3) Service Calls:** 5 minutes (emergency assignments calling for all practical haste - police response will allow use of emergency lights and siren).

#### *Sanitary Facilities*

Verification by the Pinole Municipal Sewer District, or other applicable Sanitary District, that adequate collection and treatment to Regional Water Quality Control Board (RWQCB) standards can be provided.

- (1) **System:** Class 4 conventional activated sludge and secondary treatment facility.
- (2) **Capacity:** Design Flow of 4 million gallons per day (gpd).
- (3) **Monitoring:** As required to comply with discharge standards.

#### *Water*

Verification by East Bay Municipal Utility District (EBMUD) that adequate water supply and quality can be provided shall be required for approval of new development.

#### *Flood Control*

- (1) **Capacity:** Containment by an approved flood control and drainage system of a 100-year flood event, as determined by the Federal Emergency Management Agency (FEMA).

#### *Other Facilities*

The General Plan Community Services and Facilities Element will contain specific policies, as distinguished from service standards, which address the following additional facilities and services:

- (1) Hazardous Material Management.
- (2) Emergency (Disaster Management).
- (3) Solid Waste.
- (4) Utilities (Gas, Electricity, Telecommunications).
- (5) Local Government Facilities.
- (6) Child-care Facilities.
- (7) Other human services facilities (medical and social services, senior services, libraries, and other service centers).
- (8) Schools.
- (9) Arts and Cultural facilities.



***Section 10***



**Implementing Program  
Priorities Element**

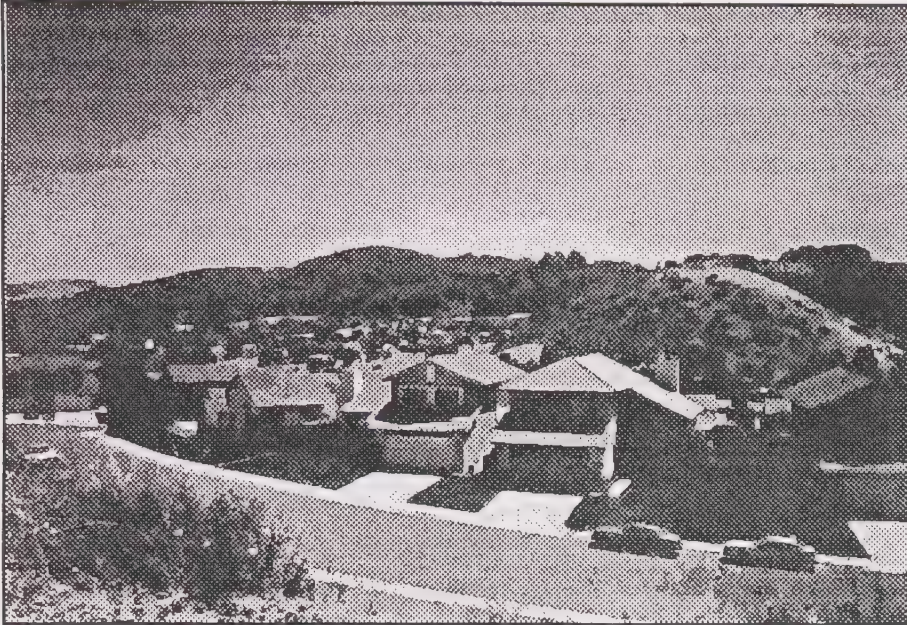






## Section 10

# Implementing Program Priorities



### 10.1 Overview

The Pinole General Plan is built around preserving and enhancing residential neighborhoods, maintaining the community's character and environmental resources, and planning for the future use of remaining undeveloped or redeveloping properties so that they fulfill unmet needs. The implementing programs in the General Plan, as described in detail in each element, are intended to address these concerns.

The purpose of this section is to group General Plan implementation programs into priority categories. The program priorities identified in this portion of the General Plan will be evaluated as part of the General Plan's annual review. Modifications to the priorities will not require a General Plan Amendment. The following criteria will be used to establish "Higher Priority" programs:

- (1) Does it address an immediate health or safety need?
- (2) Is it a legal requirement which must be fulfilled?
- (3) Does it respond to a pressing development issue?
- (4) Is it an ongoing normal responsibility of the City?
- (5) Is it a special project that has already been started?
- (6) Does the timeframe for the program require it to be implemented before another program action can be taken?
- (7) Is it a program that will keep the General Plan current?

The list of programs on the following pages recognize two other concerns: (1) There are limited staff and budget resources to undertake all of the programs listed immediately; and (2) there are some programs which may be desirable to implement the General Plan



but they are of lesser immediate importance. Most of the programs identified in the General Plan will require follow-up action. Detailed standards, environmental impacts or administrative procedures concerning each program will be evaluated at that time.

In contrast to the long-term outlook of the general plan, zoning focuses on the immediate uses of land. It is founded in the "police power" given to cities by the California Constitution. The following are excerpts are from Government Code Sections 65103 (b and c), 65400 (b) and 65860 (a) regarding the City's responsibilities in implementing the General Plan and the consistency of Zoning with the General Plan:

*"Implement the general plan through actions including, but not limited to, the administration of specific plans and zoning and subdivision ordinances."*

*"Annually review the capital improvement program of the city or county and the local public works projects of other local agencies for their consistency with the general plan . . ."*

*"Provide an annual report to the legislative body on the status of the plan and progress in its implementation."*

*"A zoning ordinance shall be consistent with a city or county general plan only if: (i) the city or county has adopted such a plan, and (ii) the various land uses authorized by the ordinance are compatible with the objectives, policies, general land uses, and programs specified in such a plan."*



## **10.2 Implementing Program Goals**

**IP1 GENERAL PLAN IMPLEMENTATION.** The City will take an active leadership role in assuring the implementation of General Plan programs.

**IP2 PUBLIC PARTICIPATION.** Encourage public review and effective participation in all aspects of the planning process.

**IP3 UP-TO-DATE PLANNING.** Maintain and periodically revise and update the City's General Plan to reflect current community goals and policies.

## **10.3 Implementation Priority Tables**

The listing of program priorities on the following pages sets forth the City's best effort for completing the actions described. Since this listing is a best effort situation, it may not be possible to start all of the programs within the prescribed time frame. The annual evaluation of the General Plan will review the programs and allow for updating of the tables based on current needs and funding availability. Current, ongoing implementing programs are listed first, followed by the highest priority programs.



## Ongoing Responsibilities

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### Program Number and Name

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LUIP-4	Pinole Redevelopment Agency
LUIP-5	Capital Improvement Program (CIP)
LUIP-6	Code Enforcement Program
LUIP-11	Other Agency Approvals
LUIP-17	Archaeological Resources
LUIP-18	Neighborhood Volunteers
LUIP-19	Neighborhood Mediation
LUIP-20	Neighborhood Meetings
LUIP-25	Community Reinvestment Act (CRA)
LUIP-31	Security of Commercial Centers
LUIP-32	Pinole Vista Development
LUIP-35	Waterfront Planning Coordination
CIP-1	Police Enforcement of Speeding
CIP-2	Traffic Safety
CIP-4	Measure C Requirements for Circulation
CIP-6	TDM Ordinance
CIP-7	Traffic Studies
CIP-8	Regional Traffic Impacts
CIP-9	Transportation Mitigation
CIP-10	CIP (Roadway Improvements)
CIP-12	Traffic Levels
CIP-16	Coordinate with Transit Providers
CIP-20	Five-Year Street Maintenance Plan
CIP-24	Trails Dedication and Easements
CIP-26	Emergency Vehicle Access
CIP-28	Title 24 Requirements for Trails
CIP-30	City Maintained Trails
HIP-3	Open Space Contributions (Housing)
HIP-4	New Housing Construction
HIP-5	Rehabilitation Loan Programs and Fair Housing Laws
HIP-6	Energy Conservation
HIP-7	Actions Related to Subsidized BMR Units
HIP-8	Prevention of Housing Discrimination
HIP-9	BMR Resale Regulations
HIP-10	BMR Rental Regulations
HIP-11	BMR Eligibility Guidelines
HIP-12	Mixed Use Housing Incentives
HIP-13	Redevelopment Agency (Housing)
HIP-14	Technical Assistance to Non-Profit Groups
HIP-15	Housing Set Aside Fund
HIP-16	Accessible Units for the Physically Disabled
HIP-17	Home Mortgage Finance Program
HIP-18	Affordable Housing Incentives and Regulations



## *Ongoing Responsibilities (continued)*

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### *Program Number and Name*

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HIP-19	Second Unit Ordinance
HIP-21	Community Development Block Grant Program
HIP-23	Housing for the Homeless
HIP-24	Rental Housing Assistance
OSIP-8	Scenic Easements
OSIP-14	Critical Public Views and Ridgelines
OSIP-15	Potential Park and Open Space Areas
OSIP-18	Open Space Preservation Actions
OSIP-20	Air Quality Strategies
OSIP-21	Water Quality Strategies
OSIP-22	Consultation on Fish and Wildlife Impacts
HSIP-1	Building Code Update
HSIP-2	Geologic, Flooding and Other Hazard Maps
HSIP-4	Hazardous Waste Management
HSIP-6	Use of Noise Standards
HSIP-8	State Noise Insulation Standards
GMIP-1	Measure C and Growth Management Initiatives
GMIP-3	Housing Element Programs
GMIP-5	Service Standards
GMIP-7	Growth Management Capital Projects



## *Higher Priority Programs*

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### *Program Number and Name*

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LUIP-2	Pinole Zoning Ordinance
LUIP-3	Grading and Subdivision Ordinances
LUIP-10	Contra Costa County General Plan
LUIP-12	Design Review Guidelines and Procedures
LUIP-15	Historic Preservation Ordinance
LUIP-33	Redevelopment of Old Town Properties
LUIP-34	Community/Civic Center
LUIP-38	Closed School Sites (Zoning)
CIP-5	West County Action Plan
CIP-11	City Street Improvements
CIP-13	Downtown Traffic Study
CIP-14	City, Street and Highway Signage
CIP-17	BART Alignment Study
CIP-22	Update Parking Requirements
CIP-29	Bay Trail
HIP-1	Fair Share Housing
HIP-22	Old Town and San Pablo Avenue Housing
OSIP-1	Habitat Protection Ordinance
OSIP-9	Ridgeline Preservation Ordinance
OSIP-10	Landscape and Soundwall Design Standards
HSIP-3	Geotechnical Review Procedure
GMIP-2	Regional Development Mitigation Program
GMIP-6	Update Service Standards



## *Second Priority Programs*

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### *Program Number and Name*

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LUIP-7	Graffiti Control Program
LUIP-8	Comprehensive Fee Study
LUIP-9	Revenue Generation Study
LUIP-13	Hillside Development Guidelines
LUIP-14	Civic Beautification Programs
LUIP-22	Coordination with the Railroads
LUIP-23	Neighborhood Retail Centers
LUIP-25	Community Reinvestment Act (CRA)
LUIP-26	Commercial/Retail Rent Subsidies
LUIP-27	Marketing/Promotion Information
LUIP-29	Market and Trade Information
LUIP-30	Local Business Needs Studies
LUIP-39	Integrated Resource Recovery Facility
LUIP-40	Recycling Programs
LUIP-42	Sewer Line Inventory
LUIP-43	Library Service
LUIP-44	Child Care Needs
LUIP-45	EBMUD System Plans
LUIP-46	Water Conservation Techniques
LUIP-47	Water Reuse Ordinance
CIP-18	Regional Transportation Impact Fee
CIP-19	City Transportation Impact Fee
CIP-21	Parking District in Old Town
CIP-23	Trail Master Plan
CIP-25	Trails Acquisition and Development
CIP-27	Bicycle and Pedestrian Safety Education
CIP-31	Dumping of Solid Waste
CIP-32	Sound/Safety Barriers Along Appian Way
HIP-20	Repayment of Deferred Housing Set Aside Funds
OSIP-2	Riparian and Stream Restoration Programs
OSIP-3	Environmental Education Programs
OSIP-4	Open Space Management Plan
OSIP-5	Shoreline Corridor Overlay Zone
OSIP-6	Pinole Valley Park Master Plan
OSIP-7	Open Space/Recreation Standards
OSIP-11	Street Tree Master Plan
OSIP-12	Signature Plantings
OSIP-13	Tree Preservation Ordinance
OSIP-16	Open Space Funding



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## *Second Priority Programs (continued)*

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### *Program Number and Name*

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OSIP-17	Park Dedication Fees
OSIP-19	Potential Open Space Acquisition Priorities
OSIP-23	City/Schools Joint Use Agreement
OSIP-24	Parks Facilities Plan
HSIP-5	Underground Pipeline Safety Ordinance
HSIP-7	Noise Ordinance
HSIP-11	Hazardous Materials Storage Tanks
HSIP-12	Hazardous Soils
GMIP-8	Growth Management Fees



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*Longer Term Programs; Programs Waiting for Special Funding; or "As Needed" Programs*

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*Program Number and Name*

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LUIP-1	General Plan Land Uses
LUIP-16	Historic Building Receiving Area
LUIP-21	Environmentally Sensitive Sites
LUIP-24	Sale of City Property
LUIP-28	Start-Up Business Assistance
LUIP-36	Water-Oriented Use Study
LUIP-37	MonTaraBay Annexation Implementation
LUIP-41	Potential Odor Impacts
CIP-3	Galbreth and Rancho Road Street Connections
CIP-15	Local Shuttle Bus
HIP-2	Housing Element Update
HSIP-9	Transportation of Hazardous Materials
GMIP-4	Growth Management Element



## ***Appendices***









## Land Use Categories

The Land Use Categories graphically depicted on the Citywide and San Pablo Avenue Land Use Plan maps (maps GP-5 and GP-6), are intended to: Cover the range of all residential and non-residential uses in the City; provide a distinct range of acceptable uses within each category; and briefly describe the essential characteristics and development standards of each category. Below are definitions from the General Plan.

### *Commercial and Industrial Land Use Categories*

- (1) **Regional Commercial.** The Regional Commercial land use designation is intended for large regional shopping centers and districts oriented toward the West County market area. Uses may include large retailers, such as furniture, appliance, auto and hardware stores, department stores, toy stores, offices, hotels and restaurants. This designation would apply to Pinole Vista and the Appian 80 shopping centers. Maximum Floor Area Ratio (FAR): .40. Maximum Building Height: 50 feet.
- (2) **Neighborhood Commercial.** The Neighborhood Commercial land use designation is reserved for small neighborhood convenience shopping centers whose primary focus is to provide convenient sources of everyday needs such as supermarkets, bakeries, drugstores, dry cleaners, real estate offices, other professional offices and personal services. This designation would apply to Pinole Valley Shopping Center, Del Monte Shopping Center, Nob Hill Center, Depot Center, Tara Hills Shopping Center and at convenient locations along San Pablo Avenue and Pinole Valley Road. Maximum FAR: .30. Maximum Building Height: 30 feet.
- (3) **Downtown Commercial.** The Downtown Commercial land use designation supports a wide range of retail, service, restaurant and office uses with higher density residential uses located above the ground floor. Parking needs are met through the use of public parking lots or structures. This designation would apply to Old Town. Maximum FAR: 1.5. Maximum Building Height: 40 feet.
- (4) **Service Commercial/Light Industrial.** The Service Commercial/Light Industrial land use designation is intended for areas which provide city-wide services and industrial related activities. Uses include automobile and truck repair, auto sales, building materials, contractors storage yards, wholesaling, warehousing, light manufacturing, and research and development industries. A limited amount of general office use and residential may be permitted as an accessory use in conjunction with the primary use. Maximum FAR: 1.0. Maximum Building Height: 50 feet.
- (5) **Major Institution/Medical.** The Major Institution/Medical land use designation includes private and public institutional community services and medical offices in association with Doctor's Hospital, congregate care facilities, sanitariums and pet hospitals. This designation would allow other services and retailing associated with institutional or medical uses. Maximum FAR: 1.0. Maximum Building Height: 75 feet.
- (6) **Mixed Use.** The Mixed Use land use designation is intended for areas where either commercial or residential uses are appropriate. Commercial uses would include Service Commercial/Light Industrial and Neighborhood Commercial. Residential uses would include Medium and High Density Residential. Commercial uses can be combined with residential uses if the residential use is located either above the ground floor or on a separate portion of the site. Maximum FAR: Per the Commercial and Industrial land use category. Maximum Building Height: 50 feet.

### *Residential Land Use Categories*

- (7) **Suburban/Rural Residential (less than 1 unit per acre).** The Suburban/Rural Residential land use designation includes sites characterized by steep slopes which have geologic and seismic constraints and which have community visual significance or which have been identified as having very limited development potential through prior development approvals. This designation is typical of sensitive hillside areas in the Pinole Planning Area, with clustering of development to be consistent with surrounding uses and to protect natural resources.



- (8) **Low Density Residential (1 to 7 units per acre).** The Low Density Residential land use designation provides for single family development that is typical most residential areas of the City. This is the single largest residential category. One dwelling unit per parcel, with the potential for a secondary dwelling unit with an approved Use Permit (identified as an adopted Housing Element program). Other uses which are potentially compatible with single-family neighborhoods but require Use Permits include, but are not limited to, religious facilities, day care and group care facilities, schools, cemeteries and home occupations subject to compliance with City standards.
- (9) **Medium Density Residential (8 to 15 units per acre).** The Medium Density Residential land use designation is intended for attached units, typically two to three stories, which include on-site useable open space. Medium Density Residential land use would include townhomes, apartments, condominium developments and planned unit developments.
- (10) **High Density Residential (16 to 25 units per acre).** The High Density Residential land use designation provides for higher density multi-family areas, typically up to three stories, usually located near transportation corridors, major streets and commercial areas.

#### *Public and Other Land Use Categories*

- (11) **Public Facilities.** The Public Facilities land use designation is reserved for uses which are public serving in nature, including religious institutions, City offices, publicly owned recreation facilities, fire and police facilities, and County buildings. For schools, letters will be used on the map to designate grade levels as either (E) elementary, or (S) secondary. This designation also includes facilities owned and/or operated by public utilities to serve the public with electricity, gas, water and communications.
- (12) **Parks and Recreation.** The Parks and Recreation land use designation includes public parks and City-owned conservation lands and private open space or recreation facilities. This designation is intended for improved open space lands whose primary purpose is recreation, and includes all local and regional parks. Wherever possible, school sites shall be combined with public park and recreation facilities.
- (13) **Open Space.** The Open Space land use designation is reserved for open lands which are vacant of structures and improvements, and which are primarily maintained in their natural condition, are designated as open space. In some cases, maintained pathways which enhance access to the open space areas are considered compatible with this designation.
- (14) **San Pablo Bay Conservation Area.** The San Pablo Bay Conservation Area land use designation is reserved for the portion of the Pinole Planning Area that extends into San Pablo Bay and the land immediately adjacent to San Pablo Bay. This is primarily an open space designation. Very limited commercial development which is directly related to, and enhances the public use of, the waterfront may also be allowed. Appropriate commercial uses include restaurants, marine-related retail and offices and marina berths. Maximum FAR: .25. Maximum Building Height: 30 feet.
- (15) **Transportation Right-of-Way.** The Transportation Right-of-Way land use designation is designated public or private right-of-way for transportation use. The designation includes CalTrans right-of-way, railroad corridors, which provide transportation (portions of the railroad corridor not required for transportation purposes may be considered for other uses) and other mass transit right-of-way (such as for BART).



# Traffic Noise Contour Distances

Ldn NOISE

		SPEED				TRUCK%		MEASURED	Ldn 50'	CONTOUR DISTANCE(FEET)				
	ADT	AU	MT	HT	MT	HT	Ldn @ ft	80		75	70	65	60	
1	SAN PABLO AVE.													
	FROM: Atlas Rd.													
	PRESENT	23,500	50	50	50	5.0	3.0		75	0	48	132	283	611
	FUTURE	33,750							76	0	69	167	361	777
	TO: Tara Hills Dr.													
	FROM: Tara Hills Dr.													
	PRESENT	20,950	50	50	50	5.0	3.0		74	0	43	122	263	566
	FUTURE	30,600							76	0	62	157	338	728
	TO: Pinole Shores Dr.													
	FROM: Pinole Shores Dr.													
	PRESENT	21,750	40	40	40	5.0	3.0		72	0	28	89	199	430
	FUTURE	31,950							74	0	41	120	258	555
	TO: Sunnyview Dr.													
	FROM: Sunnyview Dr.													
	PRESENT	21,900	40	40	40	5.0	3.0		73	0	28	90	200	431
	FUTURE	31,400							74	0	41	118	255	549
	TO: Appian Way													
	FROM: Appian Way													
	PRESENT	26,200	40	40	40	5.0	3.0		73	0	34	105	226	486
	FUTURE	40,100							75	0	52	139	300	645
	TO: Tennent Ave.													
	FROM: Tennent Ave.													
	PRESENT	28,200	40	40	40	5.0	3.0		74	0	36	110	237	511
	FUTURE	45,800							76	0	59	152	328	706
	TO: Hercules													
2	FLANNERY RD.													
	FROM: Shamrock Dr.													
	PRESENT	9,500	30	30	30	1.0	1.0		64	0	0	0	40	117
	FUTURE	4,900							61	0	0	0	0	65
	TO: Tara Hills Dr.													
3	TARA HILLS DR.													
	FROM: San Pablo Ave.													
	PRESENT	5,400	30	30	30	1.0	1.0		62	0	0	0	0	72
	FUTURE	7,500							63	0	0	0	32	100
	TO: Flannery Rd.													
	FROM: Flannery Rd.													
	PRESENT	9,900	35	35	35	1.0	1.0		66	0	0	0	59	152
	FUTURE	7,500							65	0	0	0	45	127
	TO: Kildare Way													
	FROM: Kildare Way													
	PRESENT	6,700	35	35	35	1.0	1.0		64	0	0	0	40	117
	FUTURE	7,300							64	0	0	0	44	124
	TO: Appian Way													
4	PINOLE SHORES DR.													
	FROM: No. of San Pablo Ave.													
	PRESENT	5,600	35	35	35	1.0	1.0		63	0	0	0	34	104
	FUTURE	4,100							62	0	0	0	0	78
	TO:													



Ldn NOISE												
			SPEED		TRUCK%		MEASURED	CONTOUR DISTANCE (FEET)				
			=====		=====		=====	=====				
ADT	AU	MT	HT	MT	HT	Ldn @ ft	Ldn 50'	80	75	70	65	60
5 PINON AVE.												
FROM: No. of San Pablo Ave.												
PRESENT	5,100	35	35	35	1.0	1.0	63	0	0	0	31	97
FUTURE	4,600						62	0	0	0	28	87
TO:												
6 I-80												
FROM: Hilltop Dr.												
PRESENT	149,900	55	55	55	3.0	6.0	84	124	268	577	1243	2679
FUTURE	179,700						85	140	302	651	1403	3023
TO: Atlas Rd.												
FROM: Atlas Rd.												
PRESENT	149,900	55	55	55	3.0	6.0	84	124	268	577	1243	2679
FUTURE	187,500						85	144	311	670	1444	3110
TO: Appian Way												
FROM: Appian Way												
PRESENT	148,000	55	55	55	3.0	6.0	84	123	266	572	1233	2656
FUTURE	189,800						85	146	314	675	1455	3135
TO: Pinole Valley Rd.												
FROM: Pinole Valley Rd.												
PRESENT	144,600	55	55	55	3.0	6.0	84	121	262	563	1214	2615
FUTURE	182,000						85	142	305	657	1415	3049
TO: Sycamore												
7 FITZGERALD DR.												
FROM: Appian Way												
PRESENT	3,400	35	35	35	1.0	1.0	61	0	0	0	0	65
FUTURE	10,100						66	0	0	0	61	154
TO: Future Atlas Rd.												
8 APPIAN WAY												
FROM: Hilltop Dr.												
PRESENT	18,800	40	40	40	2.0	2.0	71	0	0	60	154	332
FUTURE	22,150						72	0	0	71	172	370
TO: Fitzgerald Dr.												
FROM: Fitzgerald												
PRESENT	22,900	30	30	30	2.0	2.0	69	0	0	41	119	256
FUTURE	26,400						70	0	0	47	131	281
TO: I-80												
FROM: I-80												
PRESENT	9,750	45	45	45	2.0	2.0	69	0	0	41	118	255
FUTURE	12,850						70	0	0	54	142	306
TO: Marlesta Rd.												
FROM: Marlesta Rd.												
PRESENT	10,800	45	45	45	2.0	2.0	70	0	0	45	127	273
FUTURE	8,400						68	0	0	35	107	231
TO: San Pablo Ave.												
9 PINOLE VALLEY RD.												
FROM: Tennent Ave.												
PRESENT	8,700	40	40	40	1.0	1.0	67	0	0	0	72	173
FUTURE	9,800						67	0	0	26	81	187
TO: Canyon Dr.												



		SPEED				TRUCK%		MEASURED	Ldn 50'	Ldn NOISE CONTOUR DISTANCE(FEET)					
ADT	=====	AU	MT	HT	MT	HT	=====	Ldn @ ft		=====	80	75	70	65	60
9 PINOLE VALLEY RD.															
FROM: Canyon Dr.															
PRESENT	11,400	40	40	40	1.0	1.0			68	0	0	30	94	207	
FUTURE	12,800								68	0	0	33	104	224	
TO: I-80															
FROM: I-80															
PRESENT	25,900	25	25	25	1.0	1.0			67	0	0	0	74	176	
FUTURE	23,300								66	0	0	0	66	164	
TO: Estates Ave.															
FROM: Estates Ave.															
PRESENT	23,600	30	30	30	1.0	1.0			68	0	0	31	100	215	
FUTURE	21,400								68	0	0	29	90	201	
TO: Ramona Ave.															
FROM: Ramona Ave.															
PRESENT	14,500	35	35	35	1.0	1.0			67	0	0	28	87	196	
FUTURE	13,200								67	0	0	25	79	185	
TO: Simas Ave.															
FROM: Simas Ave															
PRESENT	6,200	40	40	40	1.0	1.0			65	0	0	0	51	138	
FUTURE	6,400								65	0	0	0	53	141	
TO: Savage Ave.															
FROM: Savage Ave.															
PRESENT	8,800	25	25	25	1.0	1.0			62	0	0	0	25	79	
FUTURE	8,200								62	0	0	0	0	74	
TO: Simas Ave.															
FROM: Simas Ave.															
PRESENT	10,300	40	40	40	1.0	1.0			67	0	0	27	85	194	
FUTURE	9,200								67	0	0	0	76	180	
TO: So. of Simas Ave.															
10 TENNENT AVE															
FROM: San Pablo Ave.															
PRESENT	8,850	35	35	35	1.0	1.0			65	0	0	0	53	141	
FUTURE	9,100								65	0	0	0	55	144	
TO: Pinole Valley Rd.															
11 SARAH DR.															
FROM: Appian Way															
PRESENT	6,200	30	30	30	1.0	1.0			62	0	0	0	26	83	
FUTURE	4,900								61	0	0	0	0	65	
TO: Rebecca Dr.															
FROM: Rebecca Dr.															
PRESENT	5,100	30	30	30	1.0	1.0			61	0	0	0	0	68	
FUTURE	5,300								61	0	0	0	0	71	
TO: Shea Dr.															
SIMAS AVE.															
FROM: Pinole Valley Rd.															
PRESENT	6,300	35	35	35	1.0	1.0			64	0	0	0	38	113	
FUTURE	5,800								63	0	0	0	35	107	
TO: Savage Ave.															



		SPEED		TRUCK%		MEASURED	Ldn 50'	Ldn NOISE CONTOUR DISTANCE (FEET)				
		=====		=====		=====		=====				
ADT	AU	MT	HT	MT	HT	Ldn @ ft		80	75	70	65	60
12 SIMAS AVE.												
FROM: Savage Ave.												
PRESENT	7,600	35	35	35	1.0	1.0	65	0	0	0	46	128
FUTURE	6,600						64	0	0	0	40	116
TO: Mendocino Dr.												
13 KAVANAGH RD.												
FROM: Tara Hills Dr.												
PRESENT	3,300	35	35	35	1.0	1.0	61	0	0	0	0	63
FUTURE	6,700						64	0	0	0	40	117
TO: Shamrock Dr.												
FROM: Shamrock Dr.												
PRESENT	3,900	35	35	35	1.0	1.0	62	0	0	0	0	74
FUTURE	6,100						64	0	0	0	37	110
TO: Flannery Rd.												
14 SHEA DR.												
FROM: Sarah Dr.												
PRESENT	12,000	30	30	30	1.0	1.0	65	0	0	0	51	137
FUTURE	6,500						62	0	0	0	27	87
TO: Pinole Valley Rd.												

**KEY:**

ADT	= Average Daily Traffic
AU	= Autos
MT	= Medium Trucks
HT	= Heavy Trucks
PRESENT	= Year 1992
FUTURE	= Year 2010

**Note:** Traffic Data provided by Barton Aschman Associate, Inc.



## General Plan Glossary

Below is a glossary of key terms used in the Pinole General Plan. For definitions pertaining to specific subjects, see the glossaries included in each of the background reports.

**Acres (Gross).** The entire acreage of a site. Most communities calculate gross acreage to the centerline of proposed bounding streets and to the edge of the right-of-way of existing or dedicated streets.

**Acres (Net).** The portion of a site that can actually be built upon. The following generally are not included in the net acreage of a site: public or private road rights-of-way, public open space, and flood ways.

**Annex.** To incorporate a land area into an existing district or municipality, with a resulting change in the boundaries of the annexing jurisdiction.

**Action Plan.** An Action Plan is a plan for the improvement and maintenance of the Regional Routes and of transit within a sub-region, prepared by the RTPC and implemented through the use of return to source funding and capital improvement programs of each City and by the funded projects of the CCTA.

**Affordable Housing.** Housing capable of being purchased or rented by a household with very low, low, or moderate income, based on a household's ability to make monthly payments necessary to obtain housing. Housing is considered affordable when a household pays less than 30 percent of its gross monthly income (GMI) for housing including utilities.

**Alquist-Priolo Act, Seismic Hazard Zone.** A seismic hazard zone designated by the State of California within which specialized geologic investigations must be prepared prior to approval of certain new development.

**Ambient.** Background noise level which surrounds a listener.

**Arterial.** Medium-speed (30-40 mph), medium-capacity (10,000-35,000 average daily trips) roadway which provides intra-community travel and access to the county-wide highway system. Access to community arterials should be provided at collector roads and local streets, but direct access from parcels to existing arterials is common.

**Average Daily Trips (ADT).** Indicating the total volume of traffic on a roadway section.

**Basic Routes (Measure C).** All local roads not designated as Routes of Regional Significance; Level of Service standards apply to all signalized intersections on Basic Routes.

**Buffer.** An area designed to provide a separation between two, sometimes incompatible, land uses.

**Capital Improvement Program.** A capital improvement program is a multi-year budgeting tool which programs capital facilities for construction or acquisition.

**Clustered Development.** Development in which a number of dwelling units are placed in closer proximity than usual, or are attached, with the purpose of retaining open space area.

**Collector.** Relatively-low-speed (25-30 mph), relatively-low-volume (5,000-20,000 average daily trips) street which provides circulation within and between neighborhoods. Collectors usually serve short trips and are intended for collecting trips from local streets and distributing them to the arterial network.

**Community Development Block Grant (CDBG).** A grant program administered by the U.S. Department of Housing and Urban Development (HUD) on a formula basis for entitlement communities, and by the State Department of Housing and Community Development (HCD) for non-entitled jurisdictions. This grant allots money to cities and counties for housing rehabilitation and community development, including public facilities and economic development.



**Congestion Management Plan (CMP).** A mechanism employing growth management techniques, including traffic level of service requirements, development mitigation programs, transportation systems management, and capital improvement programming, for the purpose of controlling and/or reducing the cumulative regional traffic impacts of development. AB 1791, effective August 1, 1990, requires all cities, and counties that include urbanized areas, to adopt and annually update a Congestion Management Plan. Compliance by jurisdictions allows for increased gas tax funding.

**Contra Costa County Transportation Authority (CCTA).** The CCTA is designated by Measure C for the implementation of the one half cent sales tax and the Growth Management programs. CCTA is staffed by transportation professionals. The Board is made up of elected officials from the 18 cities and the county.

**Creek/Stream.** A creek or stream, as defined by California Code of Regulations, is a body of water that flows at least periodically or intermittently through a bed or channel having banks and supports fish or other aquatic wildlife. This includes water courses having a surface or subsurface flow that supports or has supported riparian vegetation.

**Critical Facility.** Facilities housing or serving many people which are necessary in the event of an earthquake or flood, such as hospitals, fire, police, and emergency service facilities, utility "lifeline" facilities, such as water, electricity, and gas supply, sewage disposal, and communications and transportation facilities.

**Decibel (dB).** A unit of measurement of the intensity of sound. The decibel scale is logarithmic, with each increase of ten decibels equaling ten times the intensity of sound.

**dBA.** The abbreviation for the "A-weighted" scale for measuring sound in decibels which weights or reduces the effects of low and high frequencies to better simulate the range of human hearing.

**Dedication.** The turning over by an owner or developer of private land for public use, and the acceptance of land for such use by the governmental agency having jurisdiction over the public function for which it will be used. Dedications for roads, parks, school sites, or other public uses often are made conditions for approval of a development by a city.

**Dedication (In lieu of).** Cash payments which may be required of an owner or developer as a substitute for a dedication of land, usually calculated in dollars per lot, and referred to as in lieu fees or in lieu contributions.

**Density (Residential).** The number of permanent residential dwelling units per acre of land. Densities specified in the General Plan may be expressed in units per gross acre or per net developable acre. Density can be controlled through zoning in the following ways: use restrictions, minimum lot-size requirements, floor area ratios, land use-intensity ratios, setback and yard requirements, minimum house-size requirements, ratios comparing number and types of housing units to land area, limits on units per acre, and other means. Allowable density often serves as the major distinction between residential districts. (See "Acres, Gross," and "Developable Acres, Net.").

**Density Bonus.** The allocation of development rights that allow a parcel to accommodate additional square footage or additional residential units beyond the maximum for which the parcel is zoned, usually in exchange for the provision or preservation of an amenity at the same site or at another location. Under California law, a housing development that provides 20 percent of its units for lower income households, or 10 percent of its units for very low-income households, or 50 percent of its units for seniors, is entitled to a density bonus. (See "Development Rights, Transfer of.")

**Density Transfer.** A way of retaining open space by concentrating densities, usually in compact areas adjacent to existing urbanization and utilities, while leaving unchanged historic, sensitive, or hazardous areas. In some jurisdictions, for example, developers can buy development rights of properties targeted for public open space and transfer the additional density to the base number of units permitted in the zone in which they propose to develop.



**Duplex.** A detached building under single ownership which is designed for occupation as the residence of two families living independently of each other.

**Dwelling Unit.** A building or portion of a building designed as the residence of one family.

**Elderly Housing.** Typically one- and two-bedroom apartments or condominiums designed to meet the needs of persons 62 years of age and older or, if more than 150 units, persons 55 years of age and older, and restricted to occupancy by them.

**Emergency Shelter.** A facility which provides immediate and short-term housing and supplemental services for the homeless. Shelters come in many sizes, but an optimum size is considered to be 20 to 40 beds. Supplemental services may include food, counseling, and access to other social programs.

**Endangered Species.** A species of animal or plant whose prospects for survival and reproduction are in immediate jeopardy from one or more causes.

**Exaction.** A contribution or payment required as an authorized precondition for receiving a development permit; usually refers to mandatory dedication (or fee in lieu of dedication) requirements found in many subdivision regulations.

**Flood, 100-Year.** The magnitude of a flood expected to occur on the average every 100 years, based on historical data. The 100-year flood has a 1/100, or one percent, chance of occurring in any given year.

**Floor Area Ratio (FAR).** The gross floor area permitted on a site divided by the total net area of the site, expressed in decimals to one or two places. For example, on a site with 10,000 net sq. ft. of land area, a Floor Area Ratio of 1.0 will allow a maximum of 10,000 gross sq. ft. of building floor area to be built. On the same site, an FAR of 1.5 would allow 15,000 sq. ft. of floor area; an FAR of 2.0 would allow 20,000 sq. ft.; and an FAR of 0.5 would allow only 5,000 sq. ft.

**Freeway.** A high-speed, high-capacity, limited-access transportation facility serving regional and county-wide travel. Such roads are free of tolls, as contrasted with "turnpikes" or other "toll roads" which are now being introduced into Southern California. Freeways generally are used for long trips between major land use generators. At Level of Service "E," they carry approximately 1,875 vehicles per lane per hour, in both directions. Major streets cross at a different grade level.

**Goals.** Goals are the ideals to strive for, or the desired state of things.

**Geologic Review.** The analysis of geologic hazards, including all potential seismic hazards, surface ruptures, liquefaction, landsliding, mudsliding, and the potential for erosion and sedimentation.

**Ground Failure.** Ground movement or rupture caused by strong shaking during an earthquake. Includes landslide, lateral spreading, liquefaction, and subsidence.

**Habitat.** The place or type of site where a plant or animal naturally or normally lives and grows.

**Hazardous Material.** Any substance that, because of its quantity, concentration, or physical or chemical characteristics, poses a significant present or potential hazard to human health and safety or to the environment if released into the workplace or the environment. The term includes, but is not limited to, hazardous substances and hazardous wastes.

**Historic; Historical.** An historic building or site is one which is noteworthy for its significance in local, state, or national history or culture, its architecture or design, or its works of art, memorabilia, or artifacts.

**High Occupancy Vehicle (HOV).** Any vehicle other than a driver-only automobile (e.g., a vanpool, a bus, or two or more persons to a car).



**Household.** All those persons—related or unrelated—who occupy a single housing unit.

**Infrastructure.** Infrastructure means capital facilities (usually publicly owned) which provide for transportation and utility services. Infrastructure includes streets, highways, water lines, and storm and sanitary sewer lines.

**Impervious Surface.** Surface through which water cannot penetrate, such as roof, road, sidewalk, and paved parking lot. The amount of impervious surface increases with development and establishes the need for drainage facilities to carry the increased runoff.

**Jobs/Housing Balance.** For purposes of the General Plan, jobs/housing balance is defined as the reasonable opportunity for people to live and work within a defined area which generally encompasses the City's sphere of influence (SOI). The ratio of jobs to housing units in a community or the reasonable opportunity for people to live and work within the City's Sphere of Influence.

**Knolls.** Smaller hills of visual significance that are not considered minor or major ridgelines.

**Landscaping.** Planting—including trees, shrubs, and ground covers—suitably designed, selected, installed, and maintained as to enhance a site or roadway permanently.

**Ldn.** An abbreviation for average day-night sound level which places greater emphasis on noise generated between 10:00 pm and 7:00 am.

**Level of Service (Transportation).** Level of Service (LOS) is a qualitative measurement of the degree of congestion of a roadway. LOS is described by a letter scale from A to F. "A" represents the best service and "F" represents the worst service. LOS E occurs when the volume of traffic approaches the road's capacity. LOS E is characterized by low operating speeds and numerous delays with congestion. LOS F represents a forced flow situation with more traffic attempting to use a road than it can handle. LOS F is characterized by stop-and-go traffic with numerous lengthy delays. Definitions are as follows:

**Level of Service A:** Indicates a relatively free flow of traffic, with little or no limitation on vehicle movement or speed.

**Level of Service B:** Describes a steady flow of traffic, with only slight delays in vehicle movement and speed. All queues clear in a single signal cycle.

**Level of Service C:** Denotes a reasonably steady, high-volume flow of traffic, with some limitations on movement and speed, and occasional backups on critical approaches.

**Level of Service D:** Denotes the level where traffic nears an unstable flow. Intersections still function, but short queues develop and cars may have to wait through one cycle during short peaks.

**Level of Service E:** Describes traffic characterized by slow movement and frequent (although momentary) stoppages. This type of congestion is considered severe, but is not uncommon at peak traffic hours, with frequent stopping, long-standing queues, and blocked intersections.

**Level of Service F:** Describes unsatisfactory stop-and-go traffic characterized by "traffic jams" and stoppages of long duration. Vehicles at signalized intersections usually have to wait through one or more signal changes, and "upstream" intersections may be blocked by the long queues.

**Level of Service Standards (Non-Transportation Facilities).** Standards for levels of service relating to municipal functions such as police, fire, and library service. These standards are incorporated into Pinole's General Plan Growth Management Element. For the purposes of Pinole's Growth Management Element,



level of service standards for non-transportation facilities are an objective measurement of a City's ability to provide a particular service to the community. An example would be the maximum response time in minutes of the first fire vehicle to an emergency call anywhere in a City.

**Liquefaction.** The transformation of loose, wet soil from a solid to a liquid state, often as a result of ground shaking during an earthquake.

**Local Agency Formation Commission (LAFCO).** A five-member commission within each county that reviews and evaluates all proposals for formation of special districts, incorporation of cities, annexation to special districts or cities, consolidation of districts, and merger of districts with cities. Each county's LAFCO is empowered to approve, disapprove, or conditionally approve such proposals. The five LAFCO members generally include two county supervisors, two city council members, and one member representing the general public. Some LAFCOs include members who are directors of special districts.

**Measure "C".** Measure "C" was adopted by the voters of Contra Costa County in November, 1988. It established a .5% sales tax throughout the County. Money from that sales tax is dedicated to development and improvement of transportation facilities in Contra Costa County. Local jurisdictions must develop and maintain a Growth Management Element in their General Plans to be eligible for Measure "C" funds.

**Mitigation.** An action which reduces the impact or effect of a development or capital project.

**Mixed-use.** Properties on which various uses, such as office, commercial, institutional, and residential, are combined in a single building or on a single site in an integrated development project with significant functional interrelationships and a coherent physical design. A "single site" may include contiguous properties.

**Multiple Family Building.** A detached building designed and used exclusively as a dwelling by three or more families occupying separate suites.

**National Register of Historic Places.** The official list, established by the National Historic Preservation Act, of sites, districts, buildings, structures, and objects significant in the nation's history or whose artistic or architectural value is unique.

**Noise Contour.** A line indicated on a map which connects points of equal noise level.

**Open Space Land.** Any parcel or area of land or water which is essentially unimproved and devoted to an open space use for the purposes of (1) the preservation of natural resources, (2) the managed production of resources, (3) outdoor recreation, or (4) public health and safety.

**Peak Hour/Peak Period.** For any given roadway, a daily period during which the highest number of trips occur during a single hour in the day, usually occurring in the morning and evening commute periods. Where "F" Levels of Service are encountered, the "peak hour" may stretch into a "peak period" of several hours' duration.

**Planning Area.** The Planning Area is the land area addressed by the General Plan. Typically, the Planning Area boundary coincides with the Sphere of Influence which encompasses land both within the City Limits and potentially annexable land.

**Policies.** Policies establish a recognized community position on a particular issue. General Plan policies are set forth both as written text and as policy maps, such as the Land Use Plan. These are complimentary; written policies set forth the basic approach to be taken while the policy maps show the intended spatial application of the policies.

**Programs.** Specific actions have been identified that the City, either alone or in coordination with other entities, will try to undertake to implement the plan. For example, zoning must be consistent with the land use designations in the General Plan.



**Rare Species.** A plant species that exists in limited localities, small numbers, or in disappearing habitat; may become threatened or endangered.

**Regional Routes (Measure C).** Regional routes are designated by the Transportation Authority's Regional Committees and ultimately approved by the CCTA. Regional routes are defined as roads which may: (1) Connect two or more "regions" of the County; (2) Cross County boundaries; (3) Carry a significant amount of traffic; or, (4) Provide access to a regional highway or transit facility. These roads are subject to objectives and programs in adopted Subregional Action Plans.

**Residential (Multiple Family).** Usually three or more dwelling units on a single site, which may be in the same or separate buildings.

**Residential (Single-family).** A single dwelling unit on a building site.

**Rezoning.** An amendment to the map and/or text of a zoning ordinance to effect a change in the nature, density, or intensity of uses allowed in a zoning district and/or on a designated parcel or land area.

**Ridgeline.** A line connecting the highest points along a ridge and separating drainage basins or small-scale drainage systems from one another.

**Riparian Habitat.** Pertaining to areas adjacent to streams that support natural vegetation and wildlife.

**Second Unit.** A Self-contained living unit, either attached to or detached from, and in addition to, the primary residential unit on a single lot. Sometimes called "Granny Flat."

**Single-family Dwelling (Attached).** A dwelling unit occupied or intended for occupancy by only one household that is structurally connected with at least one other such dwelling unit.

**Single-family Dwelling (Detached).** A dwelling unit occupied or intended for occupancy by only one household that is structurally independent from any other such dwelling unit or structure intended for residential or other use.

**Solar Access.** The provision of direct sunlight to an area specified for solar energy collection when the sun's azimuth is within 45 degrees of true south.

**Special Concern.** An animal species considered by the State to be limited in distribution and potentially threatened but not officially listed.

**Sphere of Influence.** The probable ultimate physical boundaries and service area of a local agency (city or district) as determined by the Local Agency Formation Commission (LAFCO) of the County.

**Standards.** (1) A rule or measure establishing a level of quality or quantity that must be complied with or satisfied. The State Government Code (Section 65302) requires that general plans spell out the objectives, principles, "standards," and proposals of the general plan. Examples of standards might include the number of acres of park land per 1,000 population that the community will attempt to acquire and improve, or the "traffic Level of Service" (LOS) that the plan hopes to attain. (2) Requirements in a zoning ordinance that govern building and development as distinguished from use restrictions; for example, site-design regulations such as lot area, height limit, frontage, landscaping, and floor area ratio.

**Street Trees.** Trees strategically planted—usually in parkway strips, medians, or along streets—to enhance the visual quality of a street.

**Street Tree Plan.** A comprehensive plan for all city street trees which sets goals for solar access, and standards for species selection, maintenance, and replacement criteria, and for planting trees in patterns that will define neighborhood character while avoiding monotony or maintenance problems.



**Subdivision.** The division of a tract of land into defined lots, either improved or unimproved, which can be separately conveyed by sale or lease, and which can be altered or developed. "Subdivision" includes a condominium project as defined in Section 1350 of the California Civil Code and a community apartment project as defined in Section 11004 of the Business and Professions Code.

**Subdivision Map Act.** Division 2 (Sections 66410 *et seq*) of the California Government code, this act vests in local legislative bodies the regulation and control of the design and improvement of subdivisions, including the requirement for tentative and final maps. (See "Subdivision.")

**Subsidence.** The sudden sinking or gradual downward settling and compaction of soil and other surface material with little or no horizontal motion. Subsidence may be caused by a variety of human and natural activity, including earthquakes.

**Threatened Species.** A plant or animal species which is likely to become endangered in the foreseeable future.

**Townhouse; Townhome.** A one-family dwelling in a row of at least three such units in which each unit has its own front and rear access to the outside, no unit is located over another unit, and each unit is separated from any other unit by one or more common and fire-resistant walls. Townhouses usually have separate utilities; however, in some condominium situations, common areas are serviced by utilities purchased by a homeowners association on behalf of all townhouse members of the association.

**Transportation Demand Management (TDM).** The transportation management technique in which local jurisdictions require businesses with more than 100 employees to implement programs to increase average vehicular ridership, thus reducing congestion on basic and regional routes. Adoption of a TDM ordinance is required for compliance with the provisions of Measure C and qualification for Local Street Maintenance and Improvement Funds.

**Trip.** A one-way journey that proceeds from an origin to a destination via a single mode of transportation; the smallest unit of movement considered in transportation studies. Each trip has one "production end," (or origin—often from home, but not always), and one "attraction end," (destination).

**Trip Generation.** The dynamics that account for people making trips in automobiles or by means of public transportation. Trip generation is the basis for estimating the level of use for a transportation system and the impact of additional development or transportation facilities on an existing, local transportation system. Trip generations of households are correlated with destinations that attract household members for specific purposes.

**Uniform Building Code (UBC).** A national, standard building code which sets forth minimum standards for construction.

**Uniform Housing Code (UHC).** State housing regulations governing the condition of habitable structures with regard to health and safety standards and which provide for the conservation and rehabilitation of housing in accordance with the Uniform Building Code (UBC).

**Urban Services.** Utilities (such as water, gas, electricity, and sewer) and public services (such as police, fire, schools, parks, and recreation) provided to an urbanized or urbanizing area.

**Use.** The purpose for which a lot or structure is or may be leased, occupied, maintained, arranged, designed, intended, constructed, erected, moved, altered, and/or enlarged in accordance with the City's zoning ordinance and General Plan land use designations.

**Use Permit.** The discretionary and conditional review of an activity or function or operation on a site or in a building or facility.



**Volume/Capacity Ratio (V/C).** V/C ratio is a quantitative estimate of the ratio of a street segment, or intersection, volume divided by its capacity. The V/C ratio can be calculated for either present or future conditions. V/C ratios can be translated into LOS standards. At a V/C ratio of 1.0, the roadway or intersection is operating at capacity. If the ratio is less than 1.0, the traffic facility has additional capacity. Although ratios slightly greater than 1.0 are possible, it is more likely that the peak hour will elongate into a "peak period."

**Wetland.** Wetlands, as defined by the Army Corps of Engineers, are those areas that are inundated or saturated by surface or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions.

**West Contra Costa Transportation Advisory Committee (WCCTAC).** WCCTAC is a regional sub-committee of the CCTA which addresses transportation issues in western Contra Costa County. WCCTAC is established as a nine-member Joint Powers Agreement between the 5 cities of Richmond, San Pablo, El Cerrito, Hercules and Pinole, Contra Costa County, BART and the transit agencies.

**Williamson Act.** Known formally as the California Land Conservation Act of 1965, it was designed as an incentive to retain prime agricultural land and open space in agricultural use, thereby slowing its conversion to urban and suburban development. The program entails a 10-year contract between the city and an owner of land whereby the land is taxed on the basis of its agricultural use rather than the market value. The land becomes subject to certain enforceable restrictions, and certain conditions need to be met prior to approval of an agreement.

**Zoning.** The division of a city by legislative regulations into areas, or zones, which specify allowable uses for real property and size restrictions for buildings within these areas; a program that implements policies of the General Plan.

**Zoning, Incentive.** The awarding of bonus credits to a development in the form of allowing more intensive use of land if public benefits—such as preservation of greater than the minimum required open space, provision for low- and moderate-income housing, or plans for public plazas and courts at ground level—are included in a project.

**Zoning Map.** Government Code Section 65851 permits a legislative body to divide a county, a city, or portions thereof, into zones of the number, shape, and area it deems best suited to carry out the purposes of the zoning ordinance. These zones are delineated on a map or maps, called the Zoning Map.





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